

77 03451

DECEMBER 8, 1975
REVISION TO

SOLID WASTE MANAGEMENT PLAN

FOR

ALAMEDA COUNTY

NOTES:

1. This addendum Plan supplements the August 1975 Plan and supersedes portions as noted within.
2. The Environmental Impact Report is contained in a separate volume.

Refuse disp. Alameda co

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

AUG 23 1977

UNIVERSITY OF CALIFORNIA

- no copy*
- Alameda County, Planning Department
 - Alameda County, Solid Waste Management Plan Advisory Committee
 - Alameda County Solid Waste Management Plan Technical Advisory Committee



Digitized by the Internet Archive
in 2024 with funding from
State of California and California State Library

<https://archive.org/details/C124900539>

ALAMEDA COUNTY SOLID WASTE MANAGEMENT PLAN

Table of Contents

| <u>Section</u> | <u>Page Number</u> |
|--|--------------------|
| PREFACE TO ADDENDUM PLAN | i |
| PREFACE | IP |
| I. SUMMARY OF THE ALAMEDA COUNTY SOLID WASTE MANAGEMENT PLAN | |
| A. Introduction | I-1 |
| B. Authority | I-2 |
| C. Existing Solid Waste Management Systems | I-2 |
| D. Developments in Waste Management | I-3 |
| E. Implementation of Technical Alternatives | I-4 |
| F. Plan Policies (Revised Summary) | I-6 |
| G. Summary of Resolutions and Communications from Cities and Special Districts on the Plan | I-13 |
| II-VII. REVISIONS AND CORRECTIONS TO SECTIONS II THROUGH VIII OF THE DRAFT SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY, AUGUST, 1975. | |
| VIII. PLAN POLICIES AND IMPLEMENTATION PROGRAM | |
| A. Goals and Objectives | VIII-1 |
| B. Findings | VIII-2 |
| C. Plan Policies | VIII-15 |
| D. Implementation Program | VIII-30 |
| APPENDIX | A-1 |
| 1. Alameda County Planning Department Staff Analysis, November 10, 1975 | A-2 |
| 2. Summary of Public Testimony | A-7 |
| 3. Resolutions from Cities in Alameda County | A-10 |
| 4. Other Comments and Staff Reports from Cities in Alameda County | A-33 |

Preface to Addendum Plan

This Addendum Plan is a supplement to and a revision to the August, 1975, Draft Solid Waste Management Plan and Draft Environmental Impact Report. This is a Review Document; it does not contain the entire Solid Waste Management Plan, but only those portions which have been revised in accord with resolutions, and/or statements from cities, special districts, other public and private agencies, organizations and individuals.

The Alameda County Planning Commission in August, 1975, in accord with State Law, referred the Draft Plan and Draft Environmental Impact Report for city and special district review. Each of the thirteen cities in the County held a minimum of one public hearing. As indicated herein, some cities and special districts prepared resolutions; others forwarded staff comments. This revision represents a compilation and synthesis of all comments received. It is intended to be a Plan that would be acceptable to all the cities and special districts that had "conditions" specified in their responses to the County Planning Commission.

The major changes in this document are revisions to policies and technical corrections or clarifications. This Addendum Plan contains the revised complete Sections that will appear in the final Plan to be published after action by all the cities. (I, VIII, IX). It contains revisions and corrections only, to Sections that serve as background material (II, III, IV, V, VI, VII). The original background material in these sections may be found in the Draft Plan.

This Plan is to be referred by the Planning Commission to cities, special districts, other interested agencies, organizations and individuals, reviewed and acted upon by each of the thirteen cities. Each city must prepare a resolution of approval or disapproval with stated reasons. The resolutions will be reviewed by the Alameda County Planning Commission and forwarded to the Alameda County Board of Supervisors with recommendation for action, all in accord with State Law.

ALAMEDA COUNTY SOLID WASTE MANAGEMENT PLAN

Preface

On July 13, 1972, the Governor approved Senate Bill 5 adding Title 7.3, Section 66700 et. seq., to the Government Code, providing that each county prepare, subject to the approval of the plan by a majority of the cities within the county containing a majority of the population within the incorporated area of the county, a comprehensive, coordinated solid waste management plan for all waste disposal within the county to be disposed in or outside the county. The Legislature's declared intent is that primary responsibility for adequate solid waste management planning shall rest with local government.

In June, 1972, the Alameda County Board of Supervisors designated the Planning Commission as the appropriate agency to handle solid waste management planning in Alameda County. The Board, in December, 1972, began appointments of the 23-member Solid Waste Management Plan Advisory Committee, consisting of five representatives of the Mayors' Conferences; five from the operators, including the East Bay Municipal Utility District; ten from the public; and three from the Comprehensive Health Planning Council. A Technical Advisory Committee, consisting of staff members of representatives of Federal, State, regional, County, city, and special districts, and the industries, was formed. Both groups have met at least monthly since April, 1973.

The Alameda County Planning Director and Staff have been responsible for the preparation of the plan with guidance from both committees.

The State Solid Waste legislation requires review and public hearing by each of the thirteen cities in the County with resolution of approval of the County Plan or a statement of reasons for failure to approve the Plan. After completion of city public hearings, the County Planning Commission holds public hearings and makes recommendations to the Alameda County Board of Supervisors for public hearings. Submittal of the final plan and documentation of city approval by the County to the State Solid Waste Management Board is required by January 1, 1976.

Environmental Impact Report:

The Alameda County Solid Waste Management Plan and the Environmental Impact Report are both contained within the full document. Although Section IX is titled Environmental Impact Report, the entire plan document provides reference material required by the California Environmental Quality Act.

The Environmental Impact Report was prepared by the Alameda County Planning Department in accordance with the requirements of the Environmental Quality Act of 1970 (CEQA), State Guidelines for the Implementation of the Act, and revised Alameda County Guidelines dated February 7, 1974.

A. SUMMARY INTRODUCTION

Background

Alameda County ranked fifteenth among 58 California Counties in estimated total annual solid waste production in 1967.¹ In that same year, it was fourth in the State in municipal waste (residential, commercial) generation, and third in industrial waste generation (when lumber industry wastes were excluded). Today, slightly over a million tons of waste per year is deposited in fewer than ten landfills. As a result of the changes in laws and attitudes, the County has been evaluating solid waste management practices in an effort to determine what changes must be made in the system and to develop a County-wide waste management plan. This Solid Waste Management Plan for Alameda County is the culmination of the work that has been carried on by two County-wide planning committees since January, 1973, the Technical Advisory Committee and the Board of Supervisors' appointed Solid Waste Management Plan Advisory Committee, working in conjunction with the Alameda County Planning staff.

There are slightly over a million people living in Alameda County today who rely upon the scavenger industry and government for waste collection and disposal. A majority of the population, and hence the waste, is in the urban western portion of the County in the thirty-mile-long coastal plain between Fremont and Berkeley. In addition, the County has one of the nation's largest scavenger companies (Oakland Scavenger Company) which serves virtually the entire County through exclusive franchises.

The present waste management system in Alameda County, like many others, consists of collection of garbage and rubbish into packer trucks and haul to close-in disposal sites. The concentration of population in the metropolitan areas in the western portion of the County results in a centralized concentration of all forms of waste. Fewer and fewer acres of capacity at close-in sites remain available for landfill. Although today this is a disposal problem, it is also recognized as an opportunity for using the discarded materials in waste as a source of raw materials. The rapidly developing technology of resource and energy recovery and the continued cooperation of government and industry also creates many opportunities for improving inadequacies in today's waste management system.

The intent of the Nejedly-Z'Berg-Dills Solid Waste Management and Resource Recovery Act of 1972 was clearly to change waste disposal practices which cause environmental degradation and waste non-renewable resources. Thus, in recognition of these and other principles, the planning process in Alameda County is designed to provide a realistic foundation in fact and policy upon which rational choices for needed change may be made. Thus, through the application of social, institutional, and/or technical solutions, the Plan and its policies represent a beginning and an attempt to come to grips with all of the problems associated with waste management and to suggest cost-effective ways to accomplish these goals.

¹ Status of Solid Waste Management in California, 1968, California State Health Department.

B. Authority

In 1972, the California Legislature passed a unique bill introduced by Senator Nejedly (SB-5) known as the Nejedly-Z'Berg-Dills Solid Waste Management and Resource Recovery Act of 1972. With the passage of SB-5, the Legislature expressed its awareness of, and intent regarding, the solid waste problem. The realization by the Legislature that the environmental problems we face arise from the inter-action of a number of factors, including rapid population increase, decentralized urban growth, industrial expansion, agricultural changes, transportation improvements, and technological developments in the manufacturing, packaging, and marketing of consumer products, which collectively are placing planning, economic, and resource base limitations upon the availability of land for solid waste disposal, set the stage for the development of local waste management plans. SB-5 established a State Solid Waste Management Board within the Resources Agency and the State Solid Waste Management and Resource Recovery Advisory Council within the Board; the legislation declares that the primary responsibility for adequate solid waste management and planning shall rest with the local government.

In order to fulfill the requirements of the Resources Code, SB-5 states that local government must prepare a "comprehensive, coordinated solid waste management plan for all waste disposal within the county and for all waste originating therein, which is to be disposed of outside the county." Local plans must be approved by a majority of the cities and population within the incorporated area and submitted to the Board by January 1, 1976.

The State Solid Waste Management Board has adopted State Policy for solid waste management, including minimum standards for solid waste handling and disposal. The "Minimum Standards for Solid Waste Handling and Disposal" were incorporated into Title 14, Division 7, of the California Administrative Code, Sections 17200 to 17751. These standards were developed from Guidelines prepared by the Board for use by the counties in preparing their solid waste management plans. The State Policy outlines principles and objectives to promote the ". . . management of solid wastes in a manner which will protect the public health, safety, and well-being, protect the environment, and preserve our natural resources by the encouragement of source reduction of wastes and providing for the maximum reutilization and conversion to other uses of the resources contained therein. . . ." The State Policy, minimum standards, and Guidelines provided guidelines for development of the Alameda County Solid Waste Management Plan.

C. Existing Solid Waste Management Systems

Collection presently accounts for nearly ninety percent of system costs because it is labor-intensive. Urban collection systems in Alameda County generally consist of three types of service: garbage collection (residential and commercial) by side and rear-end loader packer trucks, container service by front-end loader truck, and drop box service (industrial customers) by a "piggy-back" or drop box truck. Labor costs are the major cost component of

total collection costs; it accounts for over fifty percent of the collection operating costs. Collection cost increases with crew size and presently ranges from \$66,470 per year for a 2-man crew to \$102,470 per year for a 4-man crew.¹ Cost on a per-ton basis, which includes disposal charges, is between \$30.99 per ton (2-man crew) and \$47.77 per ton (4-man crew).

Collection routes are organized on a task-incentive (private industry) or a work day (municipal operations) basis. Alameda and Pleasanton franchise with small private operators for refuse service; Berkeley and San Leandro are municipal systems. The remaining cities or districts in the County are served by Oakland Scavenger Company, which operates 169 routes (112 residential/commercial, 19 front-end loader, and 38 drop box trucks). Oakland Scavenger Company organizes its routes on the basis of dollar volume of collection receipts so that each route generates the same income.

Collection rates for residential and commercial collection service ranges from \$1.90 (Emeryville and Piedmont) to \$2.90 (Hayward and Castro Valley) for weekly service to one 30-gallon can. In all jurisdictions, the rates for pick up of additional cans decreases with the number of cans. In Oakland, for example, the present initial charge is \$2.40; the charge for the second can is only \$1.60.

The subscriber to the refuse collection service is not only paying for the waste to be removed, but is also paying the disposal charges. Within the Oakland Scavenger Company, the collection divisions are charged varying rates by the dump operations service division of their company. San Leandro pays \$3.25 to dump at Davis Street (Oakland Scavenger Company). Charges at the Eastern Alameda County Disposal Site on Vasco Road were raised recently (March 1, 1975) to \$3.75 per ton. Disposal operations, because of their capital intensive nature, only account for ten to twenty percent of the total collection-disposal costs.

Fourteen jurisdictions have granted exclusive franchises to private firms for municipal refuse collection and some types of industrial waste collection. The franchise grants to the collector the exclusive privilege to collect all refuse in the local area. Local jurisdictions outline standards of service and rates in the contract with the firm. It is a responsibility of the local jurisdiction to establish rates based upon an analysis of the firm's costs and the determination of a fair rate of return. In recent years, the rate review process in the County has come under criticism by both the industry and local government as being inadequate.

D. Developments in Waste Management

Material handling technology has been applied to the problem of separation of various components in the waste stream with success. In contrast to landfill, technically proven and simple, materials separating machinery is technically sophisticated and intertwined in complicated economic relationships. The developing technology of materials and energy recovery was reviewed to determine feasibility for application in Alameda County.

¹ Oakland Scavenger Company, 1974.

Several front-end systems, those which separate refuse into its components, were reviewed and could be applied in a large processing facility with some further testing and evaluation. Capital costs for such a system in conjunction with a transfer station are estimated at \$3.6 million; operating costs on an annual basis are estimated at \$1.7 million. These estimates are more fully examined in Sections V and VI.

The remaining organic fraction after removal of glass, ferrous metals, and non-ferrous metals can be used as a source of energy if burned or pyrolyzed. It can also be composted and used as a soil builder. A study¹, conducted by Stanford Research Institute on various energy recovery processes, has singled out one pyrolysis process for further study. The results of that engineering feasibility study indicate that such a plant would probably be feasible with further full-scale testing, and that a large public investment (\$50 million) would be necessary to reduce costs significantly. Benefits would be in the form of a combustible gas or methane; there would be enough methane generated from the 1,750 ton-per-day plant to serve between ten and fifteen thousand households.

E. Implementation of Technical Alternatives

Section V outlines several alternative systems for the 1980 and 1990 planning periods. For the 1980 period, three alternatives are drawn out within various levels of materials or energy recovery; however, Alternative 1980-B achieves only 7% resource recovery and does not meet the State's goal at 25% reduction in the quantity of wastes going to landfill. For the 1990 period, five alternative systems were examined, all of which recover between 41 and 92% recovery of resources from municipal solid waste.

The goal for the 1976-1980 planning period is the implementation of Alternative 1980-C (page V-42). This would involve the development of a materials and energy recovery system to achieve approximately 67% resource recovery from solid waste by 1980. An energy recovery system is the key component to boosting the resource recovery rate. The new system would serve the Central Metropolitan (Albany, Berkeley, Oakland) and Eden Planning Unit (Hayward, San Leandro, Castro Valley). The Livermore-Amador Valley and Washington Planning Units would continue direct haul to landfill sites. Technical evaluations and feasibility studies during plan implementation should include information regarding recovery potential from these areas.

The first priority alternative for the 1980-1990 planning period is Alternative 1990-C which is a full-scale materials and energy recovery system to achieve 92% resource recovery. The system would include two full-scale processing/energy recovery facilities, and wastes from all four planning units would be processed. This system represents the optimum goal; many hurdles remain in the interim.

The option of Alameda County's participation in the Bay Delta Resource Recovery project (and the full-scale system) is to continue being evaluated.

¹Refuse as a Fuel for Utilities, prepared for Pacific Gas & Electric Company, San Francisco, by Stanford Research Institute, December, 1974.

ALTERNATIVE SYSTEMS, ALAMEDA COUNTY (TONS/YEAR)
1975 Existing 1980-1990 Proposed

| Alternative | Generation/ Collection | Transfer | Materials Recovery | Energy Recovery | Long Haul | Disposal | Resource Recovery |
|------------------------|---------------------------|-----------|-----------------------|--------------------|-----------|-----------|----------------------|
| 1975 (Base Year) | 1,083,400 | | | | | 1,083,400 | 0-2% ± |
| 1980 - A ¹ | 1,190,600 | 883,000 | 112,300 | 680,600 | 88,100 | 387,300 | 67% |
| 1980 - B ² | 1,190,600 | 870,600 | 87,100 | | 783,500 | 1,103,500 | 7% |
| 1980 - C ³ | 1,190,600 | 870,600 | 87,100 | 713,000 | 70,500 | 390,500 | 67% |
| 1990 - A ¹ | 1,445,800 | 1,445,800 | 589,900 | | 1,075,700 | 637,600 | 41% |
| 1990 - A2 ⁶ | 1,445,800 | 1,445,800 | 815,900 | 630,000 | 183,100 | 385,700 | 65% |
| 1990 - B ³ | 1,445,800 | 986,400 | 98,600 | 807,900 | 79,900 | 539,300 | 63% |
| 1990 - C ⁴ | 1,445,800 | 1,445,800 | 144,600 | 1,184,100 | 117,100 | 117,100 | 92% |
| 1990 - D ⁵ | 1,445,800 | 1,274,900 | 127,500 | 1,044,100 | 103,300 | 274,200 | 81% |

¹ Includes Bay Delta Resource Recovery Demonstration; 1980-A Demonstration, 1990-A Full Scale.

² Materials recovery in Central Metropolitan and Eden Planning Units only.

³ Materials and energy recovery in CMPU and EPU only.

⁴ Materials and energy recovery County-wide with two processing facilities and an energy recovery facility.

⁵ Same as #4 but excluding the waste from the Livermore-Amador Planning Unit.

⁶ One energy recovery plant and three local composting plants.

F. Plan Policies (Revised Completed Text based upon comments and resolutions from cities and special districts.)

1. Plan Administration

- a. The execution of a joint exercise of powers agreement between cities, special districts, and the county including the formation of a joint powers board of existing elected officials. (See 1-a-5 below) (No change in concept, minor rewording from Plan p. 1-7).

- 1) The representation, powers, and authority vested in such a board will be spelled out in detail by mutual agreement with the signatories (cities, special districts, county).

(Revisions suggested by Oakland, Berkeley and Fremont)

- 2) The joint powers board be the designated county-city solid waste management agency for plan implementation and policy making.

(Minor revision and clarification)

- 3) Staff liaison to the board will occur through existing (city and county and special district) agencies with a minimum staff of an administrator and a clerk/secretary appointed to serve the Board.

(Revised based upon comments from Pleasanton, Fremont and others)

- 4) Establishment through the joint powers agreement for a coordinated effort with respect to staff needs and expenditures.

(Revisions suggested by Oakland)

- 5) Until the execution of the above mentioned joint powers agreement an informal council of existing elected officials from each city, affected districts and the county will be utilized as the management advisory agency.

(Revision suggested by Fremont)

- b. The specific assignment of enforcement and regulatory functions are to be assigned to the County Health Services Agency with a coordinator responsible for coordinating these functions.

- 1) The regulatory function/ activities are to be separate from plan implementation; coordination, however, will occur between the two in the form of regular status reports so that regulatory problems will not be overlooked in short and long-range planning.

- 2) Enforcement or regulatory functions which pertain to local land use or zoning decisions within a jurisdiction are not pre-empted by this plan.
- c. A comprehensive waste management ordinance should be developed for adoption by all local jurisdictions; some modification of the state standards for solid waste management (CAC Title 14, Chapter 3) may be necessary and the development of regulations for various aspects of the waste system promulgated by the Health Care Services Agency. (Modernization of ordinances and the development of local standards and regulations).
 - d. Current and future waste management activities should be further evaluated as to costs and revenues.
 - 1) The work of the Joint Refuse Rate Committee is recognized and should become a part of the overall plan administration under the authority of the cities and the joint powers board.
 - 2) Recognition is also made of the Price Waterhouse Study of 1972 on the Oakland Scavenger Company and of the necessity to evaluate revenues, rate of return on investment, establish uniform audit procedures, and a model contract agreement for use by the jurisdictions.
 - e. Any major changes in the waste management system, (collection, resource or energy recovery, or disposal, for example), in accord with this Plan, should be thoroughly evaluated as to cost, efficiency, technical feasibility, social costs and benefits by the appropriate jurisdiction and County Waste Management Agency and publically discussed so that the public is assured the choice of the best way to solve the waste problem without its options either for public or private ventures in future plans being foreclosed.
 - f. As a consequence of closing of landfill sites in the county, the Board, once formed should give first priority to the short-range disposal needs to include the evaluation of technical feasibility of alternatives to landfill with the objective of reducing the total flow of waste from the source to the environment.

2. Management/Operations (Facilities)

a. General Policies

- 1) Private industry is given full opportunity to perform waste management activities:
 - a) Coordination will be established between the scavenger companies serving local jurisdictions so that short-, mid-, and long-term changes and solutions are evaluated and understood and conform to the County-City-Special District Solid Waste Management Plan.
 - b) Changes which are made in the waste management system to achieve local, state, or federal goals of material or energy recovery may alter the costs of the refuse service; it is understood that costs and benefits of achieving said goals are to be passed to the users of the system.
 - c) Since it is the consensus of local opinion that private industry continue to play the major role and develop needed facilities, private industry will develop and coordinate the facilities plan in conformance with Plan Policies and the concurrence or approval of the joint powers board. This policy recognizes that Oakland Scavenger Company serves 12 of the 16 local jurisdictions in Alameda County, and that their facilities plan will be designed to serve a major portion of the county population.
- 2) Local jurisdictions are responsible for collection services and franchising for that service; rates and franchise fees are a local prerogative, and cities may benefit by recognizing the goals of the Joint Refuse Rate Committee and the areawide evaluation of common problems.

(Minor revisions suggested by Oakland)

- a) That cities (special districts) will continue to accept the responsibility for the waste generated within its borders and retain the right to dispose of or utilize its solid waste to its best advantage
(Suggested by Alameda)
- 3) Capital intensive programs for material and energy recovery may be privately funded at some future time based upon evaluation and decision of the Joint Powers Board.

(Revision suggested by Oakland and Fremont)

- 4) The goal of at least 67% combined resource materials and energy recovery by the early 1980's and 92% by 1990's (alternatives 1980 C and 1990 C) and that the options of composting the organic fraction (such as the Bay Delta Demonstration) will be continued to be explored.
(Revision suggested by Berkeley)

- a) It should be realized that the adoption of these goals is dependent upon at least two conditions (1) the ideal circumstances with technology fully developed and market demand for reclaimed and recycled waste products at optimum, and (2) goals in view of present technology. Decisions ultimately will be based upon evaluations of technical feasibility, cost and benefits derived.
- 5) Transfer and processing facilities, long haul and disposal sites existing or proposed are to be in conformance with the Plan.
- (No change from Plan p. 1-8)
- 6) The closing of close-in disposal sites will necessitate the location of satellite transfer stations at several points throughout the county.
- (No change from Plan p. 1-8)
- a) The location of the transfer stations should be carefully examined for efficiency and cost effectiveness and a county-wide transfer facilities plan developed.
- (Revision suggested by Berkeley)
- b) Transfer facilities will be needed for the metropolitan area of Alameda County (Albany to Hayward) and should be located to efficiently serve collection routes in each area. Such facilities would separate ferrous and non-ferrous metals, reusable fibers (wood and paper), glass, and other materials for which markets exist. They would apply the most modern proven technology to this problem.
- (Minor revisions from p. 1-8)
- c) With respect to resource recovery, industry and the public should be encouraged or required to separate wastes into components which can be sold or reused as secondary materials. (An example of this is waste wood from industries which could be recovered and sold to kraft paper manufacturers).
- (No change from page 1-8)
- d) Comprehensive waste management planning may necessitate the use of resources in waste or facilities in order to preserve future options for optimum systems.
- (Revised statement based upon condition #5 from City of Fremont, November 20, 1975)

- e) Adequate attention should be given to waste disposal sites located in or near municipal jurisdictions including the following principle:

Gravel quarries within the Amador-Livermore Valley are not suitable for use as disposal sites because of the potential dangers to groundwater resources.

3. Legal and Legislation

- . Modernization of local ordinances and the development of local standards and regulations will be expedited during Plan implementation.
- . Evaluation of the application on a countywide and statewide basis of a Litter Control and Bottle Bill and of the feasibility and implications of source reduction and source separation.

(Revised as suggested by Fremont, Berkeley, and Newark)

- . A legislative review program should be established to address problems which can be resolved by changes in state and federal laws and policies. This includes many areas but is exemplified by the problems faced by the secondary materials industry in inequity in taxes and tariffs.

(No change from original text, p. 1-8)

4. Finance

- . Questions about revenues generated through user charges and rates in each jurisdiction should be evaluated. Audit procedures suggested by the Price Waterhouse Study of 1972 should be adopted as well as a model agreement as drafted by the Joint Refuse Rate Committee. Questions concerning rate of return or return on investment should be resolved at the earliest date. The work of the Joint Refuse Rate Committee should be recognized by the Joint Powers Board and incorporated into the countywide waste management effort.

(Revision as suggested by Oakland)

- . Rate setting determination and franchise fee requirements retained by local agencies.

(Suggested by Oakland)

- . Long-term capital financing is available to public and private enterprise through the revenue bonding authority of the California Pollution Control Financing Authority and should be considered for financing local projects.

(Suggested by Fremont)

- . All capital costs of the waste system will be supported through user-charges, and franchise fees paid to cities will not be utilized for financing the administration of the joint city-county solid waste program.

(Revisions suggested by Fremont)

5. Regional Coordination

- . Solutions to common problems shared by sister counties in the Bay Area should be evaluated; such problems would be, for example, landfill capacity and resource recovery potential, import and export of waste, and hazardous waste management.

(No change)

- . Participation in regional studies through ABAG of common waste management problems should continue and be encouraged.

(No change)

6. Public Information and Education

- . A public information and education program should be an integral part of the Plan and implementation. This would occur through media packages, forums, and school education programs. One goal of such a program would be to reduce the volume of waste generated.

(No change)

7. Research and Planning

- . A plan review program should be established for updating the Plan every three years.

(No change)

- . Research in the area of resource and energy recovery should be monitored; funding requirements and feasibility for local application should be determined and reported.

(No change)

- . Proposals for funding capital and research projects should be prepared.

(No change)

- . Resource recovery potential within each jurisdiction should be evaluated. Methods which involve application of technological solutions and attitudes and customs should be considered.

(No change)

- . A countywide facilities plan will be developed by the joint powers board in cooperation with the scavenger industry.

(Revision suggested by San Leandro and of general concern to many others)

G. RESOLUTIONS AND COMMENTS ON THE DRAFT SOLID WASTE MANAGEMENT PLAN FOR
ALAMEDA COUNTY FROM THE CITIES AND SPECIAL DISTRICTS
-NOVEMBER 25, 1975-

ALAMEDA

Resolution of conditional approval, October 7, 1975, with the following conditions:

1. That the City of Alameda retain the right to dispose of, or utilize, its solid waste to its best advantage.
2. That Alameda retain the right to use solid waste available from some other entities in Alameda County, as an addition to its own solid waste resources, subject to mutual agreement with each such entity.
3. That Alameda retain the right to negotiate with entities outside of Alameda County to use solid waste from such sources to further augment any supply it might otherwise have.

ALBANY

Plan approved in principle by City Council on November 10, 1975.

BERKELEY

Communication of November 11, 1975 from Stuart K. Gardner, Commissioner, of the Berkeley Solid Waste Management Commission expressing the following general concerns:

1. More examination of alternatives is needed, particularly with respect to the representation on the Joint Powers Board.
2. More discussion of alternative plan management and administration methods is needed. The proposed coordinator and staff would be too weak to deal effectively with existing governmental structures and with industry.
3. Further examination is needed of composting in general, the Bay Delta Project specifically, and source separation.
4. Specificity of number, location, and costs of transfer stations and truck haul systems is needed.
5. Further substantiation of the assumptions used to arrive at estimates of the resources in solid waste is needed.

In addition, detailed comments and corrections have been received from Commissioners Terry Harrison and Ariel Parkinson of the Berkeley Solid Waste Management Commission.

EMERYVILLE

No comment.

FREMONT

Resolution of concurrence November 18, 1975 with the following exceptions:

1. That an informal association or council of elected officials from each city, affected districts, and the County be utilized as the management advisory agency.
2. That one elected official of a water district and one elected official of a sanitary district be included in any joint powers board found to be necessary.
3. That all functions related to solid waste management be vested in an existing agency, that no separate commission or agency be created apart from management advisory agency or council, and that the coordination, management and regulatory functions of the plan be carried out with a staff not to exceed three (3) persons.
4. That the head of the agency vested with solid waste management functions be appointed as ex officio member of the management advisory agency or council.
5. That nothing be included in the plan which can result in Fremont being required to amend its ordinances, use permits, or contracts relating to solid waste collection and/or disposal in Fremont until it is in the City's best interest to do so.
6. That the plan be modified to reflect the availability of revenue bonds pursuant to AB 2126 to finance resource recovery facilities, and the deletion of reference to the possibility of public funding at the local level.
7. That Alternative 1990B, allowing continued landfill disposal in the Washington planning unit, be given priority consideration in place of Alternate 1990C, and that more realistic goals should be indicated.
8. That litter law and bottle bill programs be undertaken on a State-wide basis.
9. That portions of franchise fees now paid to cities not be utilized for financing the administration of the joint city-county solid waste program.
10. That model franchise agreements recognize local needs.
11. That reference to the deferral of "major long-term commitments" to either public or private enterprises be deleted from the plan, as being an inappropriate provision.

HAYWARD

On November 25, 1975, the City Council disapproved the Preliminary Draft of the Solid Waste Management Plan by a vote of 4-3. There was agreement that this was not a final action and that the issue(s) would be discussed at a future work session after receipt of revisions to the Plan.

LIVERMORE

Resolution dated November 3, 1975, concurring in the principles and objectives of the Plan with the following specific request:

- That adequate attention be given to any fill project in county areas located in or near municipal jurisdictions.

PLEASANTON

Resolution dated October 28, 1975 concurring in the principles and objectives of the Plan with the following recommendations:

1. That the "Q" designation on the Environmental Constraints Map be changed to reflect the environmental qualities of the area;
2. That "Landfill Sites - Policies" #1 (Page VIII-2 of the draft Plan) be clarified to read as follows:
 - "1. Land is a valuable natural resource. Only lands designated in the Solid Waste Plan and in the General Plan as being suitable for a disposal site according to the Solid Waste Plan's preliminary criteria should be considered as sites and these must be subjected to a critical review before approval as a site."
3. That a policy statement be added to "Landfill Sites-Policies" precisely that gravel quarries within the Amador-Livermore Valley are not suitable for use as disposal sites;
4. That a policy be added to "Landfill Sites-Policies" that landfill sites be located only in areas where possible failure of artificial barriers containing the solid waste would not degrade a municipal water supply;

5. That a policy be added to "Landfill Sites-Policies" be located outside cities' spheres of influence;
6. That a policy be added to "Policy Recommendation - Funding and Financing" (pg. VIII-18 of the draft Plan) that those areas served by a solid waste facility should carry the burden of its financing;
7. That the task of determining the appropriate location of landfill sites be added to "Management/Operations (pg. VIII-27);
8. That the Administration and Management functions be carried out with existing County or State staff and that new positions be limited to two positions, those of a coordinator and possibly an Administrator to the Solid Waste Management Board.

PIEDMONT

Resolution dated November 11, 1975, approving in general the Solid Waste Management Plan for Alameda County dated August 1975 with the following requests and/or admonitions:

1. The setting of rates and other franchise negotiations shall continue to be negotiated at the local level so that cities do not lose this authority.
2. Form no new agencies or commissions until it has been proven beyond doubt that existing County personnel cannot handle the work.
3. Attempt to coordinate the solid waste program into the existing and appropriate county agencies such as Public Works, Public Health, and Sheriff's Department.
4. Provide sufficient contracts to the private enterprise organizations which are presently handling this service so that they may proceed with the acquisition of facilities that are necessary if this problem is to be handled adequately and to avert an overwhelming problem.
5. Do not enter into any contracts so binding that worthwhile projects such as ABAG's Delta Resource Recovery Program is jeopardized.
6. Remove the suggestion that the State should return a portion of tax revenues derived from solid waste management to the local communities.
7. Remove the suggestion that the prohibitions against the manufacture or sale of single use products can be conducted on the local level.
8. Remove the franchise return fee to be allocated to joint city-county agency to off-set expense of plan implementation.

OAKLAND

On November 25, 1975 the City of Oakland City Council reviewed its motion of November 18, 1975 regarding the "Solid Waste Management Plan and Draft Environmental Impact Report" for Alameda County, and by motion, decided to alter its recommended modifications. The suggested changes recommended by the City Council are as follows:

1. That the powers to be given to the county administering agencies be spelled out in detail in mutual agreement with the thirteen cities of Alameda County.
2. That there be recognition of the need to resolve short-range disposal requirements without delay.
3. Retention by local agencies, cities and special districts of determination of level of service, rate setting determinations and franchise fee requirements.
4. Establishment through the joint powers agreement of mutual control of powers for coordinated effort with respect to staff needs and expenditures.
5. Retention of the County Health Agency as the requirement enforcement arm without other layers of policymakers.
6. Recognition of the existing Joint Refuse Rate Determination Committee within the plan.
7. That the Solid Waste Management Board should be made up of elected officials. Oakland should be represented on the Board in relationship to its population, and its representatives should be directly selected by Oakland's Mayor and City Council. As an alternative, the East Bay Municipal Utility District (EBMUD) should be considered for designation as the Board.
8. That EBMUD should be considered as a potential agency to plan, design, finance and build the recycling facility called for by the plan.

SAN LEANDRO

Staff Report from W. R. Rugg, Community Development Director to Wes Mc Clure, City Manager, dated October 2, 1975, contains the following general questions and comments on the Draft Plan:

1. The relationship of the county with the cities in the joint powers agreement for plan administration is unclear and should be illucidated.
2. The Draft Plan is a Policy Plan and there is no specification of who, county agency, private industry or cities, will make facilities plans.
3. If bond money is diverted from "pollution control" to solid waste management, what are the implications on the continued financing of sewage treatment facilities?
4. Isn't discouragement of specific types of single-use products (such as no-deposit, no return beverage containers) through prohibitions against their manufacture or sale beyond the control of the local levels of government? The staff report makes no recommendation of approval, conditional approval of disapproval.

NEWARK

Resolution of disapproval with the following conditions:

1. The regional structure invested in a joint powers authority and delegation of regulatory functions to the County Health Care Services Agency are unworkable. Neither organization would have real involvement or are within a cities corporate limits without the voluntary submission of the city council involved. This means that any time there is a contrary position, the city council may withdraw from the arrangement, thus in effect vetoing actions of the agency.

The City does recognize the value of a coordinated effort in the modernization of ordinances. The Newark City Council welcomes any input by the County Health Services Agency or County Planning Department as to changes that might be appropriate in its regulations of solid waste control. We agree with the development of local standards and regulations to accomplish this.

2. The Council takes exception to the inference that ownership of all solid waste disposal facilities and the operation of the facilities should be in public ownership. We believe that private industry as well as public ownership should be considered in any decision for provisions of these facilities; that the decision should be made on the most efficient mechanism for realizing the provision for the operation of the facility.

The Newark City Council disagrees with the Solid Waste Management Committee's recommendation that no major long-term commitment either to private or public enterprise be made until additional studies, etc., are completed. Pressing needs within the County as well as substantial expenditures for studies already under way justify proceeding with the necessary committee to provide sites to implement facilities.

3. The Newark City Council feels the goal of 67% combined resource and energy recovery by 1980 and 92% by 1990 are totally unrealistic. We believe that these goals should be revised to reflect what can actually be anticipated for accomplishment by the dates cited. It is noted that these percentages are substantially higher than those cited in the State Guidelines.
4. The Newark City Council has constantly supported a set approach to litter control. We believe that control of litter through restrictions of non-returnable containers is only feasible at a state level.
5. The Newark City Council disagrees with the inclusion of all cities in the uniformed audited procedure and model agreement statement. This effort was undertaken to the advantages of the cities involved at their own volition. Those cities which choose not to become involved should not be required to participate. This requirement should be dropped from the Solid Waste Management Plan, since it has no relationship to the effectuation of the facilities' collection, transport, or disposal of solid waste within the County.
6. The Newark City Council recognizes the need for regional coordination of solid waste planning. As a member of the Association of Bay Area Governments, this council will participate in the review of coordination problems in solid waste management throughout the Bay Area.

The Newark City Council will cooperate in public information programs, amend and improve solid waste management, and heighten public awareness to the need for the control of solid waste creation.

The 3-year frequency in reviewing solid waste planning seems too frequent, given the magnitude of the policies and capital investment involved in solid waste operations. Commitments are normally of long-term duration due to capitalization of the equipment involved, thus there will be slight variations in the 3-year period, and a longer interval would be more realistic.

UNION CITY

City council has endorsed the principle that private enterprise should continue to carry the major burden of solid waste management activities.

CASTRO VALLEY SANITARY DISTRICT

Resolution No. 1991, dated November 3, 1975, disapproving the principles and objectives of the Solid Waste Management Plan for the following reasons:

1. The District Board is firmly opposed to the creation of a new public agency for the purpose of performing solid waste management functions now economically and responsibly performed by private enterprise.
2. The District Board is additionally opposed to said new public agency assuming responsibilities of present cities and special districts who have demonstrated the ability to perform such functions within their existing agency structure in a responsible manner.
3. The District Board supports the position of the local agency formation commission in opposing the formation of any new districts with taxing authority.
4. The District Board is opposed to the recommendation that no long term commitment be made to either public or private enterprise and feel that the adoption of such recommendation would not encourage the development of needed expansion of existing facilities or the development of resource recovery facilities now being planned by the private sector in response to the 1972 Act.
5. The District Board supports the long term goal of major materials and energy recovery but feels that the present plan does not adequately take into consideration questions of economic feasibility and/or cost effectiveness of said long-term goals.

ORO LOMA SANITARY DISTRICT

Resolution No. 1699, dated October 23, 1975, disapproving the principles and objectives of the Draft Plan for the following reasons:

1. The capacity of present landfill facilities will exhaust prior to development of any possible resource recovery facilities contemplated under the Solid Waste Management Plan (SWMP). Paragraph A.2.c of the preliminary recommendation of the SWMP Advisory Committee allows no immediate major long-term commitments private or public, thereby precluding any resolution of the deficiency of landfill capacity which will occur in 1978. The SWMP does not address the issue of what to do with solid wastes for the 1975-1980 period.

2. Materials recovery and energy recovery should be encouraged provided that such systems can be shown to be economically feasible and cost effective and not recovery for the sake of recovery. Data to date has not adequately and accurately addressed this issue.
3. Private industry has demonstrated both the desire and ability to perform the tasks required in solid waste management in an economical and environmental capacity. Oakland Scavenger has recently completed a long-range solid waste disposal plan through the year 2000 which has been reviewed by the agencies they service. The Plans are complementary to the SWMP in very respect with the exception of the questionable aspect of economical energy recovery.
4. We seriously question the appropriateness and the desirability of creating a new public agency to assume the planning, construction and disposal responsibilities where private sector has demonstrated the ability to perform these tasks responsibly and economically. Additionally, the appropriateness of creating a new single public agency to assume the responsibilities of the many existing cities and special districts who have shown the ability to oversee the required tasks in a concerted fashion is questionable.
5. Furthermore, as a matter of good government policy and economics in government, we are adverse to more layers of government which are recommended in the plan, these being the nine-member Solid Waste Management Board and the five-member Solid Waste Enforcement Commission. If there is a requirement at all, the function should be included under existing agency structure and obviously done with existing staff.

VALLEY COMMUNITY SERVICES DISTRICT

Resolution No. 38-75 dated November 4, 1975 supporting the position of the Steering Committee of the Congress of Valley Agencies, as follows:

1. That the plan adequately consider the concerns of communities regarding land use in the area of the proposed solid waste site.
2. That there be adequate monitoring of any transfer station, landfill site, reclamation or recovery project.
3. That the plan foster future energy production from organics.
4. That the Alameda County Solid Waste Plan be integrated with other Bay Area Solid Waste plans to implement source reduction in order to require new packaging methods and future energy production from wastes.
5. That the practicality of 67% recovery from solid wastes by 1980 be questioned in light of current economics and the level of technology for energy recovery.
6. The Steering Committee of COVA objects to the formation of a new governmental agency for Solid Waste.

7. The Steering Committee of COVA supports the organization of an Advisory Commission with responsibility for co-ordinating this Plan.

BE IT FURTHER RESOLVED by the Board of Directors of the Valley Community Services District, as follows:

1. That currently planned projects should not be interrupted by governmental delays in order for the County to conduct additional solid waste studies.
2. That the Secretary of the Board of this District is directed to forward a certified copy of this resolution to the Alameda County Board of Supervisors.

EAST BAY MUNICIPAL UTILITIES DISTRICT

Letter from John S. Harnett, General Manager, dated November 12, 1975, generally concurring in the Plan and posing no objections to its contents nor to the Advisory Committee's recommended amendments.

Among the factors which EBMUD considers necessary for them to become involved as an owner/operator of the proposed resource/energy recovery facility are:

1. A strong mandate rising from the public for EBMUD to assume such a role, followed by appropriate legislative action.
2. Assurances through legislative or regulatory franchise control that a continuous, long-term supply of solid waste can be guaranteed.
3. A satisfactory long-term contract for the sale of the energy or other product of the facility.
4. That the resource/energy recovery equipment can be procured and the facility constructed in accordance with competitive bidding statutes.
5. A successful Bond Election to provide financing for the energy recovery facility.

SECTIONS II-VII - REVISIONS AND CORRECTIONS
TO SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY, AUGUST 1975

- Page
- II - 31, Third paragraph, second item, "Information is not available...", add to end of sentence: "... or on the number of attempts."
- II - 50, Fifth paragraph, last sentence, insert between "disposed" & "and": "(of which 60% comes from Berkeley)."
- II - 51, Fifth paragraph, add to end of paragraph: "The site is presently zoned 'Reclamation District'; it is designated as 'Park' on the San Leandro General Land Use Plan."
- II - 67, Third paragraph, add to end of paragraph: "Such an event, although possible, would be extremely rare."
- II - 69, Second paragraph, third line, insert between "is" & "proximity": "in close"
- II - 69, Second paragraph, sixth line, sentence beginning "The disposal...", add to end of sentence: "... if abandoned wells have been improperly capped."
- II - 75, Second paragraph, last sentence, add to end of sentence: "... with ultimate expansion to an area-wide system."
- III - 6, First paragraph, add to end of paragraph: "The Hayward Fault trends northwesterly along the base of the foothills on the westerly side. The Hayward Fault was the source of damaging earthquakes in 1836 and 1868. Fault creep is now being monitored at several sites along the fault in Alameda County."
- III - 7, Fourth paragraph, first sentence, delete: "an east to west downfold along" and substitute in place: "a structural downwarp between."
- III - 7, Fourth paragraph, second line, delete: "Fault" and add: "... and the Greenville Faults."
- III - 7, Fourth paragraph, last line, delete: "Orinda & Neroly" and substitute in place: "Tassajara" and delete: the "s" in "Formations."
- III - 8, Third paragraph, second line, delete: "intrusion" and substitute in place: "outcrops"
- III - 8, Third paragraph, last line, delete: "or yards" and end sentence with: "feet."
- III - 9, After third paragraph, add:

3. Active Fault Systems

Historic fault movements have been clearly established for two fault systems within Alameda County. These are the Hayward Fault which passes through the urbanized western portion of the County along the boundary between the Bay Plain and the East Bay Hills and the Calaveras Fault system which passes through suburban and rural areas in Sunol, Livermore and San Ramon Valleys.

- a) Hayward Fault: Two of the five recorded major earthquakes in the Bay Area have been correlated with the Hayward Fault (Steinbrugge, 1968) within Alameda County. In recent years, damage to structures ranging from Berkeley to Fremont as a result of tectonic creep along the fault has been confirmed (U. S. Geological Survey, 1966). Creep monitoring studies by the U. S. Geological Survey show an average of 6 millimeters per year of right lateral movement (Burford, 1975).

Ground rupture accompanied by 1836 and 1868 earthquakes (Steinbrugge, 1968) and geotechnical studies by private consulting firms (copies on file in Alameda County Building Inspection Department) have documented offsets of recent soil layers along traces of the Hayward Fault.

Detailed evaluation of the Hayward Fault system (Woodward-Clyde and Associates, 1970) indicates that the maximum credible earthquake expectable would have a Richter magnitude of 7.5 and be accompanied by up to 7 feet of horizontal and 1½ feet of vertical offset. The maximum historic earthquake (1868 event) was estimated to have had a Richter magnitude of 6 3/4 and was accompanied by 3 feet of horizontal and one foot vertical displacement.

- b) Calaveras Fault: Evidence for active seismicity along the Calaveras Fault within Alameda County is provided by a zone of historic ground breakage and by offset of soil layers along a known trace of the fault system in the Dublin area (Burkland and Associates, 1973, 1974) and near Castlewood Country Club (Judd Hull and Associates, 1975). The zone of ground breakage, locally visible as a scarp up to about 2 feet in height, has been correlated with an earthquake that occurred July 3, 1861, estimated Richter magnitude 6.6 (Burkland and Associates, 1975).

Evidence for tectonic creep on the Calaveras fault has been reported in the Sunol Area (Nason, 1975) and in the Dublin-Camp Parks Area (Gibson and Wollenberg, 1968). Distortions that could be related to fault creep are visible along a second trace of the fault within the Briarhills subdivision west of the Dublin District.

The maximum credible earthquake anticipated for the Calaveras Fault system is 7.5 (Greensfelder, 1974). No estimates are currently available as to the amount of horizontal and vertical ground displacements that could accompany such an event.

4. Potentially Active Faults

Evidence for recent activity has been cited by various sources for 11 other faults which are located entirely or in part of Alameda County. The evidence for activity along these structures is generally ambiguous and no clear correlation is evident between a major earthquake and any of these faults.

- a) Pleasanton Fault: The Pleasanton Fault has been classified as active by the U. S. Geological Survey (Brown, 1970) and by the State of California (Slosson, 1974). Evidence for activity of the Pleasanton Fault consists of a tentative correlation of a swarm of small earthquakes near Danville, Contra Costa County with the Pleasanton Fault (Brown and Lee, 1971) and reported evidence of creep in the Dougherty Hills north of Camp Parks (Slosson, 1974).

Faulting in the Orinda Formation was exposed in an exploratory trench excavated across the trace of the Pleasanton Fault adjacent to Old Ranch Road, immediately north of the Alameda County line (Messinger, 1975). The pavement of Old Ranch is cracked and offset along this feature.

Studies by the California Department of Water Resources (1966) indicate that a groundwater barrier exists along the trace of the Pleasanton Fault beneath the Livermore Valley and that recent clayey alluvial deposits are thicker east of the fault trace than to the west. However, the upper aquifer (depth 80+ feet) shows no evidence of offset. Seismic evidence presented by Wire (1972) suggested an offset in alluvial deposits 20 to 40 feet below ground surface.

Neither of these studies developed evidence for offset of near-surface soils and the credibility of recent activity on the Pleasanton Fault has been challenged (Burkland and Associates, 1975). They recently obtained a radiocarbon date of 5,100 \pm 200 years for a sample taken at a depth of about 18 feet below ground surface in an undisturbed alluvial sequence exposed in the Arroyo Mocho canal north of Pleasanton. The undisturbed sequence overlies all presumed completed geologic study of the East County Government Center "Hill Site" south of Pleasanton found no evidence for faulting in the vicinity of the southerly extending trace shown on the California Department of Water Resources Map.

A review of evidence concerning activity of the Pleasanton Fault suggests the following:

- 1) The Pleasanton Fault exists as a distinct feature in Pleistocene and older formations in upland areas north and south of the Livermore Valley.
- 2) Evidence for offset of near surface materials beneath Livermore Valley has been sought but not found.
- 3) Movement at Old Ranch Road, southern Contra Costa County, is evident. The movement is more consistent with differential subsidence of valley alluvium relative to indurated materials in the Dougherty Hills than with fault creep.

- 4) Recent fine grained alluvial deposits appear to have accumulated to a greater thickness east of the fault suggesting that recent movements along the fault may have influenced drainage and deposition.

On the basis of the above, it appears that the Pleasanton Fault was an active tectonic feature in Miocene and possibly early recent times but that present tectonic movements if any are being absorbed essentially plastically by alluvium within Livermore Valley. Therefore, the prospect for surface rupture along the Pleasanton Fault appears low within Livermore Valley. Passive or minor brittle materials exposed in the hills north and south of the valley. These could result in damage to structures built over the fault trace but the risk to life safety appears slight.

- b) Mission Fault: A Special Studies Zone associated with the Mission Fault has been created by the State of California (Slosson, 1974b) and Woodward-Lundgren and Associates (1973) attributed micro-seismicity to this fault system. However, recent studies (Union City and Fremont Seismic and Safety Element Reports, 1975) have failed to confirm the Mission Fault as a recent geologic feature, and its potential for significant activity appears slight.
- c) Other Fault Systems: The seismic potential of fault systems in eastern Alameda County has recently been evaluated (Wight, 1974, Blume and Associates, 1972) in connection with U. S. A. E. C. mandated studies of the Lawrence-Livermore Radiation Laboratory. Criteria used during this evaluation are those set forth by the U. S. A. E. C. in 10 CFR, Part 100, Appendix A and are more restrictive than those adopted by the California Mining and Geology Board pursuant to the Alquist-Priolo Act. However, faults classed as active under criterion one of 10 CFR, Part 100, Appendix A - movement at or near the ground surface at least once in the last 35,000 years - would also be considered as active under State guidelines unless a very detailed investigation including age dating had been completed.

Faults classified as active under U. S. A. E. C. criterion are listed in Table III-1 with evidence for recent activity briefly summarized.

In addition to the faults described in Table III-1, five other faults in eastern Alameda County are classed as active under additional highly restrictive U. S. A. E. C. criteria. These are the Mocho Fault, Corral Hollow Fault, Dougherty Fault, Carnegie Fault and Patterson Pass Fault. However, data presented concerning these faults (Wight, 1974, Blume and Associates, 1972) does not provide any evidence of recent movement on these structures. Therefore, they should not be considered active under California Mining and Geology Board criteria unless further investigations reveal evidence of recent activity.

TABLE III-1

POTENTIALLY ACTIVE FAULTS IN EASTERN ALAMEDA COUNTY

| Fault | Known Length ¹ (mi.) | Potential ¹ Rupture Length (mi.) | Maximum Credible Earthquake ¹ | References for Recent Activity | References |
|-------------------------|------------------------------------|---|--|---|--|
| Greenville-Riggs Canyon | 26 | 13 | 6.7 | Horizontal slickenside surfaces, gouge zones and a sag pond. Stratigraphy indicates vertical movements as well as horizontal | Wight, L.H. (1974) |
| Livermore | 21 | 10.5 | 6.5 | Strong groundwater barrier in Livermore Valley. Possible correlation of swarm of Mag 4.0-4.2 earthquakes in 1943. Offset of beds in Livermore Fm, slickensides and gouge visible in exposure in landslide scar on east side of Oak Knoll west of Livermore | Wight, L.H. (1974) Cal. Dpt. of Wat. Resources (1966, 1974) |
| Ramp Thrust | 10.6 | 5.3 | 6.2 | Displacement of caliche layer developed in Livermore gravel beds and related to present ground surface, exposure immediately south of intersection of East Avenue and Greenville Road, Liv. Prominent slickensided shear plane. | Blume & Assoc. (1972) |
| Tesla-Stand 2 | 21 | 10.5 | 6.5 | Gravimetric anomalies, breaks in seismic refraction profile, probable displacement of soil layers in utility trench south of Lawrence-Livermore Lab, may include overthrust of Livermore gravel onto recent gravel. Displacement of soil layers between seismic lines indicated. Geomorphic evidence suggests recent alteration of course of Arroyo Seco Creek to position along north side of fault trace. | Blume and Assoc. (1972) |

¹From Wight, L.H. (1974)

III - 9, After third paragraph, change: "3." to "5."

III - 11, TABLE III-1, should be: TABLE III-2.

III - 19, TABLE III-2, should be: TABLE III-3.

III - 20, TABLE III-3, should be: TABLE III-4.

III - 21, TABLE III-4, should be: TABLE III-5.

III - 25, TABLE III-5, should be: TABLE III-6.

III - 27, TABLE III-6, should be: TABLE III-7.

IV -16, Second paragraph, add to end: "6) Greenbelt areas valuable for recreational, panoramic or agricultural reasons, and as relief from urban & suburban development."

IV-23, Add the following to page IV-23: The map "Selected Physical Information for Alameda County, California" is a first level decision makers guide to the identification of environmental problems which could arise from several modes of waste disposal to land. The methodology for this map was developed by the U. S. Geologic Survey¹. The scale of the county-wide map is 1:62,500 and it serves to generally identify areas of potential environmental problems. It in no manner is intended to replace site specific studies on waste disposal facilities.

The map identified (a) critical land and water resources which could be affected by solid waste landfills and (b) environmental characteristics (physical conditions) which would increase the risk of pollution occurring as a result of land disposal. Critical land and water resources identified on the map are urban land, agriculture, improved and unimproved open space, quarry, stream and other water bodies, ground water recharge basins, and marshlands. Environmental (physical) characteristics which are likely to accentuate pollution problems from several types of waste disposal by facilitating the excessive generation, transport, or distribution of pollutants in the environment include soil permeability, land surface slope, and flood-prone areas.

For example, major groundwater recharge basins are located in the Livermore-Amador Valley. Therefore, in light of alternatives available, these areas would be unsuitable for landfill due to the risk of contaminants (such as leachate and gas) reaching a major water supply.

The map is designed to be used with Table IV-4, "Preliminary suitability evaluation of proposed land-based waste-disposal sites," A preliminary evaluation can be made of an area's suitability for land based waste disposal. Additional site specific information/maps can then be developed as described in Table IV-4 (for example, precipitation and earthquakes) or as deemed necessary to satisfy other legal requirements. The suitability of the proposed landfill site may be examined on the basis of criteria and numerical ratings shown in the table. Sites receiving rankings of primarily "0's" and/or "1's" may be eliminated from consideration. Sites receiving rankings of mostly "2's" and "3's" with no "0's" or "1's" may be considered for further comprehensive evaluation and field investigations.

Use of the map with Table IV-4 is the first logical step in determining general areas suitable for waste disposal sites or for making a preliminary evaluation of a proposed site. It presents generalized, selected information at a large scale (1" = 62,500'). Therefore, it is no substitute for comprehensive field investigations which would be necessary for evaluating proposed sites in areas preliminary evaluated as suitable for sanitary landfill. A landfill is a potential pollution hazard and must be subjected to critical environment review.

¹Hines, W. G., Evaluating Pollution Potential of Land Based Waste Disposal, Santa Clara County, California, U. S. Department of Interior, Geological Survey, Interpretation Report 6.

- V- 1, First paragraph, fifth line, between "least" and "cost", insert: "out-of-pocket" and then delete: "to the consumer."
- V- 3, Right hand column head, should read:
Container
Capacity
- V-13, First paragraph, footnote paragraph to bottom of page: "It should be noted that the Bay Delta Project proposed for the Bay Region, however, bypasses these market problems. The compost would be used for land stabilization in the Delta by State and Federal Governments."
- V-13, Last paragraph, first line, between "the" and "materials", insert: "front-end"
- V-15, Last paragraph, second sentence , footnote at end to bottom of page: "Exception is the compost material that would be produced by the Bay Delta Resource Recovery Project."
- V-28, Second paragraph, fifth line, after "Plan", add: "which is now a project of the Association of Bay Area Governments."
- V-31, Second paragraph, fourth line, delete: "will be" and substitute in place: "is being"
- V-53, Second paragraph, third and fourth lines, "compose", should read: "compost"
- V-53, Second paragraph, add to end of paragraph: "Incinerator residues are presently classified as Group I waste and must be carefully handled although reclassification of these residues is likely in the future as more tests are made in individual cases."
- V-55, Fourth paragraph, second line, after "recovery", add: "and/or composting"
- VI-30, First paragraph, third line, between "materials" and "and", add: "(front-end)"
- VI-31, Delete: pages VI-31 through VI-39 and replace with revised pages VI-31 through VI-39:

5. Revised Capital and Operating Costs of the Nine Alternative Solid Waste Management Systems:

Since promulgation of the Draft Solid Waste Management Plan, the need for more detailed analysis of the costs of composting refuse brought about a revised method of estimating the costs of all the alternative systems. As a result of the revised estimation method, a new set of eight cost estimation charts is included to supersede the seven on pages VI-33 through VI-39 of the Draft. The estimated cost of the 1975 existing system remains unchanged. The following differences between the new charts and the superseded charts are noted:

- an estimation chart for alternative 1990-A2 is added;

- a significant increase in the estimated capital and operating costs of alternative 1990-A;
- A slightly increased capital cost and a slightly decreased operating cost of alternative 1990-C (probably due partially to an error in the original chart) but which would not change the ranking of this alternative with respect to the others;
- very minor changes in the other charts due to the new methodology.

The revised cost estimations are based on the typical capital and operating cost rates in the following table:

TYPICAL CAPITAL AND OPERATING COST RATES
USED FOR COMPARISON OF ALTERNATIVES

| Cost Element | Basis (Days Per Year) | Capital (Dollars Per Ton of Daily Capacity) | Operation (Dollars Per Ton) |
|-------------------|--------------------------|---|--------------------------------|
| Collection | 260 | \$ 3,600 | \$37.28 |
| Transfer | 260 | 1,000 | 1.44 |
| Material Recovery | 260 | 3,000 | 0.13 |
| Composting | 260 | 5,430 | 7.60 |
| Energy Recovery | 360 | 25,000 | 3.00 |
| Hauling, Truck | 260 | 800 | 3.50 |
| Hauling, Barge | 260 | 1,250 | 4.25 |
| Landfill | 360 | 1,250 | 2.50 |
| Compost Placement | 260 | 473 | 4.27 |

The cost rates for collection, transfer, material recovery, truck hauling and landfill are the probable costs within the range justified in the text for each. The cost rates for composting (windrow method), barge hauling and compost placement are borrowed from the project report (Volume 1) of the Bay Delta Resource Recovery Demonstration Project. These latter costs are within the rather broad range of costs for a full-scale composting operation found by the U. S. Environmental Protection Agency in 1971 in their survey and analysis of foreign and domestic composting experience.¹

Finally, note that no credit is given to the composting alternatives for the value of the compost produced; this is for two reasons. First, in alternatives 1980-A and 1990-A where the Bay Delta alternative is presented, there is no proposal that there be any compensation for the compost used for levee stabilization. Secondly, as evidenced by the weak agricultural market for compost and the numbers of compost plants which have closed around the country, the market value of compost is very unstable.

¹ Composting of Municipal Solid Wastes in the United States, U. S. EPA Publication SW-47r, 1971.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1980-A, CAPITAL COST: \$84.50M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) |
|---|--------------------|-------------------------|----------|----------------------|------------|--------------------|-------------------|-------------------|----------|-------------------|----------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | |
| Berkeley | CMPU | \$4.16 | \$0.07M | \$0.01M | \$0.36M | | | \$0.09M | | \$5.09M | \$45.65 |
| Alameda | | \$3.10M | | | | | | | | \$3.49M | \$42.04 |
| Aibany Emeryville Oakland Piedmont | | \$14.41M | \$0.76M | \$0.10M | | \$2.24M | \$0.24M | | \$0.17M | \$16.25M | \$42.04 |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$10.79M | \$0.42M | | | | | | | \$12.17M | \$42.04 |
| Dublin/San Ramon Livermore | LAVPU ² | \$3.03M | | | | | | | \$0.30M | \$3.23M | \$39.75 |
| Pleasanton | | \$1.39M | | | | | | | | \$1.48M | \$39.75 |
| Fremont Newark Union City | WPU | \$7.51M | | | | | | | \$0.50M | \$8.01M | \$39.75 |
| County Total 2 | | \$44.39M | \$1.25M | \$0.11M | \$0.36M | \$2.24M | \$0.24M | \$0.09M | \$0.97M | \$49.73M | \$41.77 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-D, CAPITAL COST: \$36.13M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | COST ELEMENT | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) | |
|---|--------------------|--------------|----------|-------------------|------------|-----------------|----------------|----------------|----------|----------------|-------------------|--------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | | COMPOST FACILITIES |
| Berkeley | CMPU | \$4.16M | \$0.16M | \$0.11M | | | \$2.74M | | \$1.96M | | \$4.93M | \$46.26 |
| Alameda | | \$3.10M | | | | | | | | | \$3.68M | \$46.26 |
| Albany | | \$14.41M | \$0.68M | | | | | | | | \$17.11M | \$46.26 |
| Emeryville Oakland Piedmont | | | | | | | | | | | | |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$10.79M | \$0.42M | | | | | | | \$12.81M | \$46.26 | |
| Dublin/San Ramon Livermore | LAVPU ² | \$3.03M | | | | | | | \$0.30M | \$3.23M | \$39.75 | |
| Pleasanton | | \$1.39M | | | | | | \$0.30M | \$1.40M | \$39.75 | | |
| Fremont Newark Union City | WPU | \$47.51M | | | | | | | \$0.50M | \$8.01M | \$39.75 | |
| County Total 2 | | \$44.39M | \$1.25 | \$0.11M | | | \$2.74M | | \$2.76M | | \$51.25M | \$43.05 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1980-C, CAPITAL COST: \$85.88M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) |
|---|--------------------|-------------------------|----------|----------------------|------------|--------------------|-------------------|-------------------|----------|-------------------|----------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING; TRUCK | HAULING, BARGE | LANDFILL | | |
| Berkeley | CMPU | \$4.16M | \$0.16M | \$0.11M | | \$2.35M | | | | \$4.68M | \$42.03 |
| Alameda | | \$3.10M | | | | | | | | \$3.49M | \$42.03 |
| Albany Emeryville Oakland Piedmont | | \$14.41M | \$0.68M | | | | \$0.25M | | \$0.18M | \$16.25M | \$42.03 |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$10.79M | \$0.42M | | | | | | | \$12.17M | \$42.03 |
| Dublin/San Ramon Livermore | LAVPU ² | \$3.03M | | | | | | | \$0.30M | \$3.23M | \$39.75 |
| Pleasanton | | \$1.39M | | | | | | | | \$1.43M | \$39.75 |
| Fremont Newark Union City | WPU | \$7.51M | | | | | | | \$0.50M | \$8.01M | \$39.75 |
| County Total 2 | | \$44.39M | \$1.25M | \$0.11M | | \$2.35M | \$0.25M | | \$0.98M | \$49.32M | \$41.42 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-A, CAPITAL COST: \$76.52M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | COST ELEMENT | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) | |
|---|--------------------|--------------|----------|----------------------|------------|--------------------|-------------------|-------------------|----------|-------------------|----------------------|----------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | | COMPOST PLACEMENT |
| Berkeley | CMPU | \$4.59M | \$0.18M | | | | | | | | \$6.28M | \$50.93 |
| Alameda | | \$3.65M | | | | | | | | | \$4.99M | \$50.93 |
| Albany Emeryville Oakland Piedmont | | \$15.97M | \$0.76M | \$0.09M | \$4.44M | | \$1.00M | \$0.84M | \$0.72M | \$0.84M | \$21.81M | \$50.93 |
| | | | | | | | | | | | | |
| | | | | | | | | | | | | |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$12.57M | \$0.49M | | | | | | | \$17.17M | \$50.93 | |
| Dublin/San Ramon Livermore | LAVPU ² | \$4.37M | | | | | \$1.23M | \$1.02M | \$0.88M | \$1.02M | \$5.97M | \$50.93 |
| Pleasanton | | \$2.00M | \$0.25M | \$0.11M | \$5.45M | | | | | | \$2.74M | \$50.93 |
| Fremont Newark Union City | WPU | \$10.76M | \$0.42M | | | | | | | | \$14.70M | \$50.93 |
| County Total 2 | | \$53.90M | \$2.08M | \$0.19M | \$9.89M | | \$2.23M | \$1.86M | \$1.59M | \$1.87M | \$73.64M | \$50.93 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-A2, CAPITAL COST: \$101.93M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | COMPOST PLACEMENT | TOTAL BY PLACE | COST PER TON (\$) |
|---|--------------------|-------------------------|----------|----------------------|------------|--------------------|-------------------|-------------------|----------|----------------------|-------------------|----------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | | |
| Berkeley | CMPU | \$4.59 | \$0.18M | \$0.02M | | | | | | | \$5.96M | \$48.38 |
| Alameda | | \$3.65M | | | \$1.96M | | | | | | \$4.23M | \$43.25 |
| Albany Emeryville Oakland Piedmont | | \$15.97M | \$0.76M | \$0.11M | | | \$0.64M | | \$0.46M | | \$18.52M | \$43.25 |
| | | | | | | | | | | | | |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$12.57M | \$0.49M | | | \$1.89M | | | | | \$14.59M | \$43.25 |
| | | | | | | | | | | | | |
| Dublin/San Ramon Livermore | LAVPU ² | \$4.37M | | | | | | | | | \$5.49M | \$46.84 |
| | | | | | | | | | | | | |
| Pleasanton | | \$2.00M | \$0.25M | \$0.03M | \$1.17M | | | | \$0.19M | | \$2.52M | \$46.84 |
| | | | | | | | | | | | | |
| Fremont Newark Union City | WPU | \$10.76M | \$0.42M | \$0.04M | \$1.97M | | | | \$0.32M | | \$13.51M | \$46.84 |
| | | | | | | | | | | | | |
| County Total 2 | | \$53.90M | \$2.08M | \$0.19M | \$5.10M | \$1.89M | \$0.64M | | \$0.97M | | \$64.79M | \$44.81 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-B, CAPITAL COST: \$98.96M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) |
|---|--------------------|-------------------------|----------|-------------------|------------|-----------------|----------------|----------------|----------|----------------|-------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | |
| Berkeley | CMPU | \$4.59M | \$0.18M | \$0.13M | | \$2.66M | | | | \$5.17M | \$42.05 |
| Alameda | | \$3.65M | | | | | | | | \$4.11M | \$42.05 |
| Albany Emeryville Oakland Piedmont | | \$15.97M | \$0.76M | | | | \$0.28M | | \$0.20M | \$18.02M | \$42.05 |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$12.57M | \$0.49M | | | | | | | \$14.13M | \$42.05 |
| Dublin/San Ramon Livermore | LAVPU ² | \$4.37M | | | | | | | \$0.42M | \$4.66M | \$39.75 |
| Pleasanton | | \$2.00M | | | | | | | | \$2.13M | \$39.75 |
| Fremont Newark Union City | WPU | \$10.76M | | | | | | | \$0.72M | \$11.48M | \$39.75 |
| County Total 2 | | \$53.90M | \$1.42M | \$0.13M | | \$2.66M | \$0.28M | | \$1.35M | \$59.75M | \$41.33 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-C, CAPITAL COST: \$133.38M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) | | | | | | |
|---|--------------------|-------------------------|----------|----------------------|------------|--------------------|-------------------|-------------------|----------|-------------------|----------------------|----------------------|---------|---------|---------|----------|----------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | | COMPOST PLACEMENT | | | | | |
| Berkeley | CMPU | \$4.59M | \$0.18M | \$0.09M | | \$1.75M | | | | | \$5.17M | \$42.05 | | | | | |
| Alameda | | \$3.65M | | | | | | | | | | | | \$4.11M | \$42.05 | | |
| Albany Emeryville Oakland Piedmont | | \$15.97M | \$0.76M | | | | | | | | | \$0.18M | | | | \$18.02M | \$42.05 |
| | | | | | | | | | | | | | | \$0.29M | | | |
| Castro Valley Hayward San Leandro ¹ San Lorenzo | EPU | \$12.57M | \$0.49M | \$0.11M | | \$2.15M | | | | | \$14.18M | \$42.05 | | | | | |
| Dublin/San Ramon Livermore | LAVPU ² | \$4.37M | \$0.25M | | | | | | | | | \$0.23M | | \$4.93M | \$42.05 | | |
| Pleasanton | | \$2.00M | | | | | | | | | | | \$2.26M | \$42.05 | | | |
| Fremont Newark Union City | WPU | \$10.76M | \$0.42M | | | | | | | | | | | | | | \$12.14M |
| County Total 2 | | \$53.90M | \$2.08M | \$0.19M | | \$3.90M | \$0.41M | | \$0.29M | | \$60.79M | \$42.05 | | | | | |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

REVISED ESTIMATED ANNUAL OPERATING COSTS: ALTERNATIVE 1990-D, CAPITAL COST: \$120.58M
(1974 Dollars, M = Million)

| CITIES & PLACES | PLANNING UNITS | C O S T E L E M E N T | | | | | | | | TOTAL BY PLACE | COST PER TON (\$) |
|--------------------------|--------------------|-------------------------|----------|-------------------|------------|-----------------|----------------|----------------|----------|----------------|-------------------|
| | | COLLECTION | TRANSFER | MATERIAL RECOVERY | COMPOSTING | ENERGY RECOVERY | HAULING, TRUCK | HAULING, BARGE | LANDFILL | | |
| Berkeley | CMPU | \$4.59M | \$0.18M | \$0.09M | | \$1.75M | | | | \$5.17M | \$42.05 |
| Alameda | | \$3.65M | \$0.76M | | | | | | | \$18.02M | \$42.05 |
| Albany | | \$15.97M | | | | | | | | | |
| Emeryville | | | | | | | | | | | |
| Oakland | | | | | | | | | | | |
| Piedmont | | | | | | | | | | | |
| Castro Valley | EPU | \$12.57M | \$0.49M | | | | | \$0.26M | | \$14.18M | \$42.05 |
| Hayward | | | | | | | | | | | |
| San Leandro ¹ | | | | | | | | | | | |
| San Lorenzo | | | | | | | | | | | |
| Dublin/San Ramon | LAVPU ² | \$4.37M | | \$0.08M | | \$1.69M | \$0.18M | | | \$4.66M | \$39.75 |
| Livermore | | | | | | | | | | | |
| Pleasanton | | \$2.00M | | | | | | | \$0.42M | \$2.13M | \$39.75 |
| Fremont | WPU | \$10.76M | \$0.42M | | | | | | | \$12.14M | \$42.05 |
| Newark | | | | | | | | | | | |
| Union City | | | | | | | | | | | |
| County Total 2 | | \$53.90M | \$1.84M | \$0.17M | | \$3.44M | \$0.36M | | \$0.69M | \$60.41M | \$41.73 |

¹A portion of San Leandro's solid waste is handled through the CMPU collection system - see population assumptions for explanation.

²A portion of San Ramon is included in the LAVPU data - see population assumptions for explanation.

If it is desired to assume that the compost produced will be sold, the EPA has estimated¹ that a reasonable market value will be \$2.00 to \$3.50 per input ton of refuse processed. Composting operation costs would thusly be reduced to \$4.10 to \$5.60 per ton from \$7.60 which is used in the charts.

The following revised summary table of cost estimates replaces the tables found on pages 1-6 and VI-31:

REVISED SUMMARY OF COST ESTIMATES OF ALTERNATIVE SOLID WASTE MANAGEMENT SYSTEMS: ALAMEDA COUNTY, 1975, 1980 and 1990

| System | Total Capital Cost | New Capital, ¹ Required | Annual Operation Cost | Average Cost Per Ton |
|-----------------|--------------------|------------------------------------|-----------------------|----------------------|
| 1975 (Existing) | \$ 18.76M | \$ 0.00M | \$43.10M | \$39.78 |
| 1980 - A | 84.50M | 65.74M | 49.73M | 41.77 |
| 1980 - B | 36.13M | 17.37M | 51.25M | 43.05 |
| 1980 - C | 85.88M | 67.12M | 49.32M | 41.42 |
| 1990 - A | 76.52M | 57.76M | 73.64M | 50.93 |
| 1990 - A2 | 101.93M | 83.17M | 64.79M | 44.81 |
| 1990 - B | 98.96M | 80.20M | 59.75M | 41.33 |
| 1990 - C | 133.38M | 114.62M | 60.79M | 42.05 |
| 1990 - D | 120.58M | 101.82M | 60.41M | 41.78 |

¹Total capital less \$18.8 million in the existing system assumed to continue in service.

VI-71, Add the following Section C:

C. Institutional Alternatives for Plan Administration

An organizational structure for plan administration must be capable, according to State requirements, of fulfilling the functions of policy-making, public information, budgeting, planning, adoption and enforcement of ordinances and standards, and management and/or operation of the system.

¹Composting of Municipal Solid Wastes in the United States, U. S. EPA Publication SW-47r, 1971.

Among the alternatives for plan administration are (a) the assignment of responsibilities to existing County agencies, (b) execution of a joint powers agreement between cities and the County, (c) special district formation, (d) public enterprise or authority formation, (e) non-profit public corporation, (f) public utility, and (g) private corporations with no essential change in the system. Any system should be able to handle the administrative aspects of the plan such as regulation and enforcement and perhaps the operation of one or more system components such as resource recovery, transfer, or disposal. Use of an existing special district to simplify management and operations is one attractive alternative. So the range of choices must be balanced with local needs and flexibility.

Existing County Agencies

Within County Government, there are four agencies currently involved with solid waste management activities. The Planning Department is examining present and future waste management activities including preparation of the County-wide Plan. The Zoning Administration Division of the Planning Department with its administrative review, public hearing, and permit process establishes conditions for operation of transfer and disposal operations in the unincorporated territory. The County Health Care Services Agency is concerned with public health and sanitation problems including vector control in the unincorporated area and contract cities. The Agriculture Commissioner regulates the disposal of used pesticide containers. The Building Inspection Division of the Public Works Agency investigates and enforces conditions imposed in use permits in the unincorporated areas.

Utilizing all available sources of information, a summary of the following organizational types is presented here:

- . Public Authorities
- . Non-Profit Public Corporations
- . Joint Powers Agencies
- . Special Districts
- . Public Utilities
- . Private Corporations

Public Authorities

A public authority is a governmental corporation which is either established by the State Legislature or, in some instances (i.e., housing authorities), by local governments. It operates outside of the regular structure of government in order to provide a revenue-producing service. Usually, it performs a single function, and it relies on financial support for construction projects by issuing revenue bonds that are amortized with interest (redeemed) through user charges. Unlike the special district, the authority does not depend on property tax revenues. Also, some public authorities such as the California Toll Bridge Authority are not confined to a specific geographical area. An authority is an overall operating organization to finance, construct, and usually operate a revenue-generating public enterprise.

Advantages and Disadvantages of Public Authorities

Advantages

- ability to finance without regard to local constitutional or statutory debt ceiling
- voter approval not required
- service cannot be hampered by local political activity because board members are usually private citizens
- can serve multiple political entities
- autonomy and freedom from municipal budgetary and administrative control means more efficient delivery of service
- can generate sufficient income to make service self-supporting
- can encompass geographical problem area
- may apply for federal funds (grants)
- can raise capital dollars from short- and long-term notes and from revenue bonds

Disadvantages

- financing is administratively complex
- can become remote from government or public control, thus may become self-serving
- does not embrace a distinct constituency but rather a group of bondholders living outside unit boundaries
- normally does not have power to tax; therefore, must rely on user charges for operating funds and a portion of the capital funds

Non-Profit Corporations

A non-profit public corporation is an organization outside of the immediate local government bureaucracy; but, local government has more control over a non-profit public corporation than a profit-making firm. All financial gains accruing to the organization must be devoted to its maintenance or improvement. After bonds are paid, the corporation must agree to give its assets to the local governmental entity. Thus, a non-profit public corporation is tax exempt and can issue tax exempt bonds. In providing a public service, the non-profit corporation will tend to make investments that are of low risk technically and to insure that services are covered by contracts.

Advantages and Disadvantages of Non-Profit Public Corporations

Advantages

- financing outside government debt limits
- voter approval not required
- can serve multiple political entities
- corporation gives assets to cities after bonds are paid
- no real estate or Federal taxes, and capital financing is exempt

Disadvantages

- political influence may be exerted and flexibility lost because board members are city and State officials
- difficult to dismantle even if better service becomes available
- does not have the financial security of full faith and credit of communities behind it

An example of a non-profit public corporation is the Des Moines Metropolitan Solid Waste Agency, a quasi-governmental body responsible for the collection of residential wastes in those areas that choose to come under its authority. The Board of Directors is composed of mayors or city councilmen from each member community. The Agency may contract with member cities, towns, and counties, and with public or private persons, firms, or corporations for the disposal, or collection and disposal, of solid waste and collect payment for such services. Also, the Agency may receive and expend State, Federal, and private grants to the extent permissible under applicable State and Federal laws.

Joint Powers Agencies

A method of intergovernmental cooperation, the joint powers agency is composed of representatives from participating governmental units and depends on the terms of the joint powers contract or agreement. Local units of government may agree under certain circumstances to jointly perform various public services, and agreements can be used to undertake together any functions and responsibilities that each unit could undertake separately.

Joint action by existing public agencies involving an exercise of powers or an agreement or contract for services is a widely used method of accommodating governmental problems to geographic boundaries. A new entity for solid waste management could be created pursuant to the Joint Exercise of Powers Law, Sections 6500 through 6578 of the Government Code.

A joint powers agency may function at any of three levels: advise only, coordinate, or manage the solid waste system. In California, joint agencies have separate legal standing to sell revenue bonds for selected purposes and to enforce member agreements. Financing techniques often include user charges (for direct operations and to retire revenue bonds) or general revenues from tax levies imposed by each participating governmental unit or from special taxing by the solid waste management jurisdiction.

In California, joint powers agencies have often taken one of two forms: 1) a new agency governed by its own representative body and usually with some separate staff, and 2) a contractor agency--i.e., an existing agency acting for and on behalf of the other agencies under contract. All participants should be adequately represented on the decision-making body.

The concept of the joint powers agency includes the contractual services arrangement (sometimes called the multi-community cooperative) whereby services are supplied by one unit of government to others through private operators or some combination of private-public service, for example, a county-city joint powers agency. One community usually takes the lead role in developing the system to provide a public service and may be responsible for financing or for managing joint financing.

"In Humboldt and Mendocino Counties, for example, county-city joint powers agencies were recommended to coordinate the solid waste management plan. Under these proposals the county would be designated as the administrator agency, while collection franchises would remain under local control. The county would operate or franchise the disposal system. Little investment was needed in new transfer or resource recovery systems. The joint powers agency was recommended primarily to coordinate the activities of the cities and the county, while financing was largely taken care of through general revenue sharing funds. In both of these cases, as in Oregon, the organizational structure is a direct outgrowth of the physical plan, the existing relations between agencies, and the financing requirements."¹

Advantages and Disadvantages of Joint Powers Agencies

Advantages

- does not require the establishment of a new governmental agency
- achieves economies of scale through better utilization of capital and administrative resources
- enables member jurisdictions to provide service not otherwise financially or technically possible
- tax exempt status for financing
- encourages more efficient and better quality systems
- lessens possibilities of conflict in planning and implementation

Disadvantages

- in absence of special legislation, powers of the joint agency are simply the lowest common denominator among the member agencies
- distrust in one jurisdiction may prevent cooperation among existing jurisdictions, and, therefore, a new agency might be preferred

In Alameda County, ten local jurisdictions contracting with the Oakland Scavenger Company for refuse collection entered into a joint powers agreement to create the Joint Solid Waste Committee with the participation of staff from each jurisdiction. The Committee is charged with the responsibility of reviewing rate adjustment applications by the scavenger company. For this rate review process, the Committee was to determine an operating ratio (for the period of a rate adjustment application) which would be a binding minimum on each jurisdiction in establishing its rates. Costs of staff or outside consultant are to be shared by member cities and districts.

¹Source: Raymond K. O'Neil and Edward R. Locke, Institutional and Financial Consideration in Regional Solid Waste Management.

Special Districts

Because there are many types of special districts performing a variety of general and specific functions, it is difficult to describe them all in a few general statements. There are fifty-seven special districts in Alameda County.

Like an authority, a special district is an agency of government which operates outside the regular structure of government to perform usually a single function. But, unlike the authority, it relies on financial support primarily from special tax levies. - Some special districts are also financed, however, from user charges. A special district may incur long-term debt for capital construction through the issuance of bonds. This is advantageous because most units of local government are not in a position to finance the construction of large capital projects out of current tax revenues. A special district has a broader financial base which may be available to support a particular service.

Special districts are organized and established according to State law. They may be formed by resolution of the Board of Supervisors, by submitting to a vote of the people in the proposed district, or by action of the State Legislature, but approval of the Local Agency Formation Commission is required. In Alameda, a few of the districts are governed directly by the Alameda County Board of Supervisors (including the Flood Control and Water Conservation District). Most of the special districts are governed by local boards elected by the people of the district. Regional districts, such as the Bay Area Air Pollution Control District, are governed by a board either elected by the people or appointed by the counties and cities included in the district.

Advantages and Disadvantages of Special Districts

Advantages

- the district embraces a distinct constituency, not merely a group of bondholders almost all of whom live elsewhere
- governments can be protected by having elected county officials serve as governing body of district
- the district is not bound by the constitutional or statutory debt and tax limitations on local government
- the district may take advantage of Federal and State loans and grants

Disadvantages

- often relies on special tax levies requiring voter approval
- creates an additional plateau of government removed from the electorate, thus less responsive to citizens than directly elected entities
- competes with local governments for available revenue sources

One type of special district is the municipal utility district of which the East Bay Municipal Utility District is an example. According to the provisions of the Municipal Utility District Act of 1921 and its amendments, EBMUD is given broad power and authority to: 1) provide a variety of services including light; water; power; heat; transportation; telephone service or other means of communication; and collection, treatment, or disposition of garbage, sewage, or other refuse matter; 2) construct, maintain, improve, and operate public recreational facilities appurtenant to any water reservoir owned or operated by the District; 3) condemn property through the power of eminent domain; and 4) issue bonds and levy and collect taxes. EBMUD may also contract with other governmental agencies for facilities, commodities, and services.

EBMUD obtains revenues from property taxes and from user charges or service fees including water sales, annexation and installation charges, recreation and land use fees and rents, and sale of power generated at Pardee Dam. The District has received grants from the U. S. Environmental Protection Agency and the State Clean Water Bond Fund. To finance facility construction, EBMUD has issued general obligation bonds through voter approval. Presently, EBMUD is the lead agency in a sludge management study for the Bay Area.

In short, EBMUD is a publicly owned utility district with an elected Board of Directors and the ability to cross county lines in establishing its service area. It is a regionalized local government agency, and it is not subject to the regulations of the California Public Utilities Commission.

Public Utilities

The general definitional precepts of a traditional public utility are as follows:

A public utility is a business organization which performs a necessary and convenient public service. It is specifically not operated by a governmental entity. It operates primarily to serve the public needs but is permitted to make a profit in serving these needs. It is regulated, with respect to quality of operation, by a public agency and with respect to rates, by a public utility commission.¹

¹U. S. Environmental Protection Agency, Public Regulation Concept in Solid Waste Management, A Feasibility Study (1973), p. 1-2.

A public corporation, the utility may have non-profit, tax exempt status and centralized administrative control. It operates independently of the political structure as a self-financing, businesslike entity of a commercial nature and usually serves a multi-jurisdictional or regional area.

Historically, the public utility has been created where a necessary public service was being performed by a private firm and a limitation on competition was needed to avoid the expensive duplication of capital equipment. This monopoly or oligopoly situation dictated the necessity for rate regulation to protect the public from rate excesses and to control the profits of firms which operate under considerably reduced risk due to their publically vested monopoly. Public utilities today have taken on various forms, incorporating some degree of open competition in some industries such as trucking and transportation.

An essential characteristic of a public utility is that it have certain attributes of monopoly. Privately owned public utilities, such as gas, electric, and telephone companies, are subject to regulation by the California Public Utilities Commission in order to protect the people from the consequences of destructive competition and monopoly in the public service industries. The prime purpose of regulation is to assure the provision of adequate service to all public utility patrons, without discrimination, and at the lowest reasonable rates consistent with the interests both of the public and the utilities.

Advantages and Disadvantages for Public Utilities

Advantages

- operated independently of political structure
- self-financing, self-sufficient organization with all expenses offset by the revenues generated
- may achieve economies of scale and prevent costly duplication of capital expenditures
- to the extent permitted by the Public Utilities Commission, the utility is not prohibited from profiting from economies, efficiencies, and improvements and from distributing, by way of dividends or otherwise, such profits (California Utilities Code, § 456)
- non-profit, tax exempt status
- an overall operating authority

Disadvantages

- monopolistic
- without effective regulatory control may change rates for an essential service, which are not the lowest reasonable rates

In examining institutional alternatives for solid waste management in Alameda County, the public utility concept seems to be applicable. Price-Waterhouse and Company¹ observed that the Oakland Scavenger Company is, as a practical matter, a regulated utility. Local jurisdictions in varying degrees presently exercise a regulatory function. The Joint Refuse Rate Study Technical Committee reported that scavenger companies historically have had a rate of return higher than the 8-9 percent presently granted by the Public Utilities Commission to capital intensive industries. The Technical Committee concluded that the Oakland Scavenger Company's existence as an exclusive contract seller of services to a public jurisdiction is imperfectly, but least inaccurately, characterized by the single word "utility" since there is, in effect, only one such private concern in the area served by the Company, and little threat of outside competition entering the market.

Private Corporations

Private corporations are often involved in the provision of public services through contracts and franchises with local governments. The profit motive is supposed to provide incentive to the private corporation to operate efficiently and effectively. A private corporation's expertise in a field such as solid waste also contributes to efficient operation.

Private corporations providing a public service must have some involvement with government. The private firm may operate in a jurisdiction under an exclusive franchise, a permit, or open competition. By contracting with a private corporation to raise the capital, purchase the equipment, and operate the system, the local government is relieved from locating capital funds; but government still has responsibility for monitoring operations and enforcing the terms of the contract.

Methods of financing available to private enterprise include private debt and equity financing, lease-purchase agreements, revenue bonds, and pay-as-you-go financing. Private debt and equity financing is available at higher interest rates than are revenue or general obligation bonds and is, therefore, more expensive. A lease-purchase agreement may be advantageous to the company because it permits a rapid write-off of equipment, since a lease is accounted for as an expense item. Industrial revenue bonds are issued by a municipality for, or on behalf of, a private enterprise to finance the construction or acquisition of industrial facilities; but, such bonds may impair the ability of local government to finance its own necessary capital expenditures. Revenue bonds may be issued by private firms for capital financing provided two basic requirements are met: 1) a large enough offering to attract investors, and 2) a maturity period which does not exceed the life of the equipment.

Advantages and Disadvantages of Private Corporations

Advantages

- private financing means the local government does not have to borrow capital funds

¹ Price-Waterhouse and Company, Joint Refuse Rate Study (May 23, 1972).

- involvement of private corporation means community does not bear the entire risk associated with implementation of new technology
- operations may be regulated by force of competition, depending on number of corporations in the field in an area
- local government avoids administrative details
- private firms generally have greater flexibility in management than public agencies
- long-range plans for land acquisition or additional facilities do not require city council or voter approval

Disadvantages

- local government may not have sufficient control over prices
- profit motive may induce higher costs for service
- limited competition through exclusive franchises may reduce incentive to keep costs at a minimum
- private financing is usually expensive; costs will be reflected in user charges
- private operator may base decisions on potential financial rewards rather than on community needs
- private firms are constrained by yearly budget cycle and short-term franchises which act to inhibit reasonable capital investment programs.

To summarize the options for public ownership and operation of a component of the waste management system, certain advantages and disadvantages are evident.

Advantages and Disadvantages of Public Ownership/Operation

Advantages

- non-profit, tax free
- can obtain low interest rates for capital financing
- eligible for government grants for development of capital intensive solid waste systems
- provides protection against unreasonable rate increases
- cost effective to community
- public access to facility guaranteed
- risk equally distributed throughout system
- public control of an essential public service
- directly elected board (option)

Disadvantages

- community may lack technical and financial expertise in waste management operations
- capital cost may exceed debt limitation of community
- annual budget cycle may be a constraint to long-range financial planning
- decision-making process less flexible than in private enterprise

In order to meet the requirements of Senate Bill 5, some type of organizational structure beyond the existing decentralization of solid waste management activities is necessary. There appears to be four alternatives for implementing the solid waste management plan in Alameda County:

- assign responsibility to existing County agencies with a coordinator responsible for developing and administering the program,
- execute a joint exercise of powers agreement between cities and County,
- establish a County-wide special district (or utility district) for the management of wastes
- form a public authority or enterprise under the Board of Supervisors.

Existing County agencies may not be in a position to assume all of the responsibilities for plan implementation. For example, additional staff time may have to be assigned or apportioned in order to establish and coordinate such a comprehensive County-wide program. Public health sanitarians, as well as County engineers, may need additional training, reporting systems designed, special wastes programs initiated, inter-agency coordination defined. While possibly the less costly of alternatives, it may be the best choice for initial implementation phases. The most apparent drawback is that the decentralization of activities would not lend itself to well coordinated implementation of the Plan.

In this situation, the four agencies presently involved with wastes would meet and redesign the operational activities under the direction of one agency. Planning would coordinate and implement and be the most likely to administer the program. The Zoning Administrator (Planning Department) would serve as the clearinghouse for all information and permits. Enforcement of the permit conditions would occur through the Building Inspection Division (Public Works Agency); other engineering assistance would be needed from time to time for site reviews and permits. Public health sanitarians would inspect and report through one central coordinator or program administrator on this particular health problem. Special wastes would be monitored and managed by the same method, with significant improvement over the existing situation. An inherent drawback in this is the present lack of representation of each city and special district in the process. Thus, program administration will mean some sort of agreement among the parties and a participatory structure.

One means of accomplishing a more uniform and coordinated County-wide plan implementation is to execute a joint exercise of powers agreement. This alternative could operate under the existing County agency alternative discussed above. It also would be feasible to establish a separate agency and board by mutual agreement. Although the joint powers agreement does not necessarily mean the creation of a new government agency, it has the added advantages of achieving better economies of scale through better utilization of capital and administrative resources, encourages more efficient and better quality systems, and lessens planning and implementation conflicts mainly because of the broad-based community participation.

For example, in Mendocino and Humboldt Counties, where a joint powers agreement was chosen, it was agreed that cities would handle collection franchises and the County would take care of the disposal franchises which included resource recovery systems. In Alameda County, as suggested in this report and because of the nature of the waste management system, the County could also be responsible for conducting continued data gathering for all aspects of the problem, plan implementation program administration, assisting local jurisdictions in rate review fact finding, and studying and suggesting reasonable return on investment to private industry as suggested in the Price Waterhouse Refuse Rate Study.

A somewhat more complex alternative, which is feasible within the planning horizon, is the formation of a County-wide special (or utility) district with total plan implementation responsibilities. The special district is a separate agency of government which relies upon support from special tax levies and user charges. As such, it can be assigned full responsibility for maintenance and operation of the system from collection to resource recovery and disposal. The advantage of this alternative lies in the ability to incur debt and issue bonds for capital projects. Special districts are governed by a board and the implementation would occur by action of that board.

Special districts are established according to State law, either by action of the Board of Supervisors or the State Legislature. If established by local action (or possibly even State action), the action may require approval by the County Local Agency Formation Commission. It also may require an environmental impact report. The broad base of the special district would be an advantage for funding purposes since it could draw on County-wide support as well as State and Federal grant programs. It has the disadvantage of being an additional tax burden. A modification of this alternative would be the assignment or the use of an existing and qualified special district for all or part of the administration or operation of the system. In this manner, the expertise centered in existing special districts would be utilized perhaps at a marked cost savings. This method would not be limited to the formation of another special district and would work with both of the above discussed alternatives.

A county-wide special district for solid waste management could be appropriately established under the umbrella of the large East Bay Municipal Utilities District (EBMUD). Such a special district would best be suited to own, operate, manage and plan any or all of the capital-intensive elements of the solid waste management system, i.e. transfer station(s), materials or energy recovery plant(s) or disposal site(s). Collection could not be appropriately included in the special district. The general advantages of a solid waste management special district in EBMUD are:

- 1) an existing elected board of directors to insure accountability and citizen input;
- 2) an existing technical staff of already knowledgeable in similar waste management practices;
- 3) an existing inventory of supporting equipment and structures.

The primary advantage in having EBMUD implement the Plan is that their experience and existing resources would give them a running start on establishing needed solid waste management facilities.

Finally, another alternative for plan implementation is the formation of a public enterprise of authority. This would occur by action of the Board of Supervisors. A separate board could also be designated. A public authority is a governmental corporation which operates outside of the regular structure of government in order to provide a revenue-producing service. This alternative has the advantage of being run like a private corporation and still being able to issue revenue bonds for the capital improvements. An example of a public enterprise is the Santa Barbara waste management system in which the county is operating a transfer station, long haul vehicles, and the disposal site. Public enterprises must be able to pay their own way and the Santa Barbara County operation is reported to be in the black.

VII - 3, After first paragraph, add:

6. State Department of Health

The State Department of Health is mandated by the Industrial Waste Bill, AB 598, 1972 Legislation, to adopt regulations and standards for the handling, processing, and disposal of hazardous and extremely hazardous wastes, as defined, to protect against hazards to the public health, to domestic livestock and to wildlife. The Department must establish policies in regard to local participation in the management of hazardous wastes and in regard to adoption of varying regulations and standards for different areas of the State. It must also establish procedures for evaluation and coordination of research and development regarding methods of hazardous waste management and must render technical assistance to state and local agencies in the planning and operation of hazardous waste programs.

VII -13, Fourth paragraph, add to end: "The City Council appointed a Solid Waste Management Commission to develop a Solid Waste Management system for the city's refuse."

The following changes are unavoidably out of sequence but apply nonetheless:

II-61 Delete paragraph 2 and add the following paragraphs:

Oakland Scavenger Company designs its routes on the basis of revenue produced within a geographical area rather than on the tonnage produced or work load method. Crew size depends on the terrain of the route, as well as, whether the route is mostly residential, apartments, commercial or industrial. The hill routes are two-man crews and generally produce 25 to 35 percent less revenue and tonnage than more level areas. The majority of the companies routes are on level terrain and consist of 3-man crews. There are very few four-men crews and occur where there is extra heavy work load and difficulty in removing containers, mostly in the downtown areas.

Work assignments are made on a seniority basis according to Union prescribed bidding procedures. The hill routes are the lowest seniority positions and other routes such as front end loader and drop box require many years of seniority for qualification. As a result of the seniority system younger men generally occupy the more physically demanding positions, but older men can stay on a particular route if they do not wish to bid for other openings.

V-2 Paragraph 5, line 5 delete "transfer container" and replace with "packing barrel".

V-3 Paragraph 1, line 3 delete "transfer container" and replace with "packing barrel".

VIII. PLAN POLICIES AND IMPLEMENTATION PROGRAM

A. Goals and Objectives

- . TO EXAMINE SOLID WASTE MANAGEMENT PRACTICES CURRENTLY EMPLOYED AND TO EVALUATE THESE PRACTICES IN TERMS OF PROJECTED GROWTH FOR THE COUNTY BY:
 - . EVALUATING AND REPORTING ON COLLECTION AND DISPOSAL METHODS;
 - . DETERMINING THE RELATIONSHIPS WHICH EXIST BETWEEN CONSUMPTION, PROCESSING, AND GENERATION ACTIVITIES WITH RESPECT TO LAND USE AND DISPOSAL METHODS;
 - . DETERMINING PRESENT LEGAL CONSTRAINTS AND FUTURE LEGISLATIVE REQUIREMENTS;
 - . ESTABLISHING CRITERIA FOR THE EVALUATION, HANDLING, AND DISPOSAL OF SOLID WASTES INCLUDING LAND DISPOSAL SITES, MATERIAL HANDLING, AND RESOURCE RECOVERY SYSTEMS.
- . TO EXPLORE PRESENTLY DEVELOPING ALTERNATIVES FOR HANDLING, DISPOSING, AND RECOVERY OF RESOURCES AND ENERGY FROM THE SOLID WASTE STREAM.
- . TO PRESERVE AND MAINTAIN A HIGH QUALITY ENVIRONMENT BY PRESERVING AIR, WATER, LAND, AND THE COMMUNITY IN A HIGH QUALITY.
- . TO ENCOURAGE DEMONSTRATION AND RESEARCH FOR IMPROVING THE TECHNOLOGY OF SOLID WASTE MANAGEMENT INCLUDING THE REDUCTION OF WASTES AT THE SOURCE.
- . TO ENCOURAGE, ACCOMMODATE, AND INTEGRATE NEW TECHNOLOGY FOR REDUCING THE FLOW OF WASTE MATERIALS IN THE ENVIRONMENT.
- . PARTICIPATION IN REGIONAL PLANNING FOR WASTE MANAGEMENT AS IT RELATES TO THE NEEDS AND GOALS OF THE PEOPLE OF ALAMEDA COUNTY SHOULD BE UNDERTAKEN TO THE EXTENT THAT REGIONAL PLANNING ACHIEVES A MORE EFFICIENT MANAGEMENT OF THE WASTE STREAM.
- . TO ESTABLISH POLICIES AND ADOPT A FLEXIBLE AND COORDINATED SOLID WASTE MANAGEMENT PLAN AND PLAN NECESSARY ACTION PROGRAMS FOR THE COUNTY.
- . TO ACHIEVE A COORDINATED AND EFFECTIVE IMPLEMENTATION OF PLAN POLICIES THROUGH PUBLIC PARTICIPATION AND THE COOPERATION OF GOVERNMENT AND PRIVATE ENTERPRISE.
- . TO PROVIDE FOR AN INFORMED AND EDUCATED PUBLIC IN ALL ASPECTS OF WASTE MANAGEMENT.

B. Findings

General

1. On July 13, 1972, the Governor signed legislation to add Title 7.3 to the Government Code which creates the State Solid Waste Management Board within the Resource Agency which provides that each County prepare and adopt a Solid Waste Management Plan by December 31, 1975.
2. The State Solid Waste Management guidelines call for cooperation of government and industry in the preparation of the Solid Waste Management Plan. This was achieved through appointment by the Alameda County Board of Supervisors, of representatives of the Mayor's Conference, industry, citizens and comprehensive Health Planning to the Solid Waste Management Advisory Committee. Staff of local agencies and the industry are represented on the Technical Advisory Committee. These groups were responsible for preparation of the Alameda County Solid Waste Management Plan.
3. Environmental controls on waste disposal operations are administered through a myriad of agencies at all levels of government, most of which require approval or a permit.
4. The County Health Department enforces the State Health and Safety Code and the County Health Ordinance as it relates to all aspects of waste management. Its operations are virtually countywide; a competent and well-trained staff has been actively documenting and resolving problems for years.
5. The County Planning Department acts as a clearinghouse for all environmental and social information on disposal activities in the unincorporated area as do cities in incorporated areas. Through the hearing process, sound operational criteria may be established and enforced.
6. A modern ordinance and subsequent comprehensive standards and regulations for environmental protection is needed to replace existing antiquated ordinances. Administration of the Plan would be more efficient with the development of the uniform waste management ordinance.
7. The largest waste problems in Alameda County are municipal solid waste, industrial wastes, sewage sludge, hazardous, and toxic chemical wastes.
8. New concepts of waste management, which would involve resource recovery and processing or social beliefs and attitudes, are constantly being developed. There is a need within reasonable limits for testing and evaluating new concepts as part of the Plan.
9. Locally, many individuals and public agencies are exploring alternative disposal and recovery methods. One element in the Solid Waste Plan could be financial support and coordination.

Standards and Criteria

1. Comprehensive modern standards for solid waste management are lacking in Alameda County.
2. Present standards are currently administered through a myriad of public agencies.
3. State Solid Waste Board Standards are available and can be used as a basis for development of local standards. (The standards represent a minimum and are advisory).
4. System evaluation criteria developed from the State Solid Waste Board guidelines by F. C. Hurlbut in 1974 are available for comparative evaluation of systems and systems' components.

Waste Generation

1. Present estimates set total County waste generation (residential and commercial and industrial) at 1,083,400 tons in 1975.
2. Estimates of waste generation are based upon surveys conducted in Oakland Scavenger Company in 1973, which indicate that per capita generation may be set at 5.1 pounds per day in 1975. A one percent per year growth rate in waste generation is assumed.
3. While estimates show total waste generation arriving at the landfill (Davis Street) excluding demolition wastes, approximately 2.3 pounds per person per day is from residential collection services and the remaining from commercial and industrial sources.
4. The accuracy of estimates of waste generation could be greatly improved by more accurate record keeping and regular weighing of incoming loads.
5. Total materials contained in municipal solid waste and landfilled in 1975 included:

| | <u>Tons</u> | <u>Value (\$MM)</u> |
|--------------------|-------------|---------------------|
| Ferrous metals | 43,300 | \$0.87 |
| Non-ferrous metals | 5,420 | 1.63 |
| Glass | 54,200 | 1.08 |
| Newspaper | 48,800 | 0.98 |
| Cardboard | 119,200 | 2.38 |
| TOTAL | 270,900 | \$6.94 |

6. Current technology is able to recover approximately 10 to 20 percent of total municipal wastes and reasonably (at 10 percent) could recover the following fractions today:

| | <u>Tons</u> | <u>Value (\$MM)</u> |
|--------------------|-------------|---------------------|
| Ferrous metals | 41,200 | \$0.41 |
| Non-ferrous metals | 3,790 | 1.14 |
| Glass | 34,700 | 0.27 |
| Newspaper | 4,880 | 0.05 |
| Cardboard | 11,920 | 0.12 |
| TOTAL | 96,400 | \$1.99 |

Hazardous Wastes

1. Hazardous wastes are being produced by the County's manufacturing industries. While disposal of toxic liquid wastes is occurring at Class I sites, some hazardous materials are being dumped indiscriminately at Class II sites in addition to illegal dumping to sewers, streams or vacant lots.
2. There is a serious lack of quantitative data on the generation of hazardous industrial wastes.
3. While septic tank pumpings are classified as a Group 2 waste, chemical toilet wastes are Group 1 materials. The waste haulers often have both of these materials in their trucks and, therefore, are required to use a Class I site. Some sewage pumpings are disposed in county landfills, but covert dumping of septic and chemical toilet wastes is not uncommon.
4. Pesticides are extremely dangerous chemicals which must be disposed in a Class I site.
5. Used pesticide containers may pose a threat to the community and the environment if not handled carefully. The County Agricultural Commissioner has established procedures which are consistent with State regulations to decontaminate and dispose of these containers.
6. Triple-rinsed and drained pesticide containers are being disposed at three County sites: Davis Street, Pleasanton, and Turk Island (Union City). Combustible containers are being burned in the open.
7. Waste produced by medical services associated with human and animal care are considered hazardous because of their potential to produce disease or injury. Pathological-infectious wastes are either incinerated or disposed in three County landfill sites.
8. The Task Force on Medical Services Waste Disposal has produced "Guidelines for Handling and Disposal of Hazardous Wastes Associated with Medical Services," but there is little State and local regulation of these medical wastes at the present time.
9. No single public agency (State or local) manages the flow of hazardous waste, and regulatory responsibility is fragmented. However, the State Department of Health is developing procedures for the handling and disposal of hazardous waste and is investigating the generation of these wastes by industry and the problems associated with hazardous waste disposal.

10. There are no statewide guidelines or specific requirements for waste handling operations at disposal sites, including the handling of special wastes.
11. There is poor control of the types of materials being dumped at County sites.
12. In general, the hazardous waste disposal problem is characterized by inadequate laws, regulations, standards, and enforcement procedures.
13. Present attempts to handle and dispose of hazardous wastes are being conducted on a regional basis.

Sewage Treatment Residues

Operational Problems:

1. There is a need to continue and support present systems which are operating to protect the environment and the public health.
2. Costs of disposal of materials through sewage treatment systems are not well defined for the customers; they do not convey the fact that treatment is intermediary to final solids disposal and that treatment costs per ton are very much higher than traditional collection-disposal systems.
3. Planning for safe and adequate solids disposal on a coordinated countywide (or regional) scale is just now beginning.
4. The proliferation of in-sink garbage disposals increases both costs and plant loads tremendously. Few policies are directed at reducing future quantities of solids ground into the sewer system.

Programming Problems: (Management-Administrative Planning)

1. Plans for plant expansion currently are made in coordination with local-regional disposal plans.
2. Solids disposal and/or reuse is poorly coordinated on an areawide basis at the present time.
3. Although alternatives for disposal and reuse are being studied, only the most preliminary information on cost and environmental effect is available.
4. Disposal methods are currently being studied by various agencies. Opportunities for further R & D must be improved and encouraged.

Development Problems: (Long-Range Planning)

1. Future opportunities for the utilization of sewage treatment residues need to be sought through coordination, operation, planning, and research.

Food Processing Wastes

1. Waste produced by the food processing industry in Alameda County is of the same magnitude (annual total tonnage) as the quantity of waste produced by heavy manufacturing industries.
2. Meatpacking and dairy products industries produce wastes which are either liquid or reclaimed as by-products and, therefore, do not pose solid waste problems.
3. Fruit and vegetable processing produce large quantities of solid and semi-solid wastes.
4. The organic waste produced from fruit and vegetable processing is a special waste problem because of its characteristics (high moisture content, putrescibility), its seasonal or irregular production, and the large quantities generated.
5. Approximately 99.6% of the total organic food processing wastes produced in Alameda County are generated by the eight largest fruit and vegetable canners.
6. Organic wet wastes are, for the most part, not disposed in landfills within Alameda County.
7. Local ordinances and permits limit in-county disposal of organic cannery wastes, and a heavy reliance is being placed on continuing out-county disposal.
8. Limited markets seem to exist at the present time for the recovery or reuse of food processing industry wastes.
9. The data presented in the background report on each fruit and vegetable processing plant's waste production was derived from estimates made by plant managers and plant engineers at each location.
10. The majority of the plants surveyed seemed to possess a rudimentary knowledge and understanding of the magnitude of their waste problem.

Refuse Collection

1. With the exception of two municipal operations, waste collection is accomplished by private companies (3) under exclusive contracts with each jurisdiction.
2. Regular collection service in the 16 franchise areas is once per week for residential service with the exception of Livermore. Commercial and industrial collection is made by arrangement.
3. Twelve of the 16 franchises are handled by one company.
4. Collection rates vary widely throughout the County and are set by each city or sanitary district.

5. Existing collection service operations in general are organized on a task-incentive basis using side and rear-end loader trucks. Most of the private industry routes are assigned to 2 - 4-man crews and are based upon dollar revenues generated per route. Municipal systems are organized on a standard 8-hour work day.
6. The costs of collection service to the customer includes the costs of transport and disposal.
7. Present collection systems appear to have high reliability and flexibility.
8. Transport of wastes is accomplished by standard collection vehicles to close-in landfills.

Solid Waste Processing and Resource Recovery

1. A well developed technology will permit separation of solid municipal wastes into two or more components.
2. Front end systems (material handling and separation) may be used to shred and separate ferrous metals, non-ferrous metals, glass and organics.
3. There is a greater conservation of resources, including energy, if materials in solid waste are recovered rather than convert to energy.
4. A large, geographically limited solid waste processing facility will create adequate accumulations of recovered materials.
5. Adequately served (utilities, transportation) industrial land near the solid waste processing facility will enable greater efficiency in materials recovery.
6. Benefits will naturally accrue if companies and industries and individuals recycle their own products.
7. Use of contracts and materials specifications for recovered materials will have a beneficial stabilizing impact on the recovery of resources.
8. A change in the attitude of the general public toward use of products made from secondary materials will aid in stimulating demand for secondary materials.
9. Markets for secondary materials fluctuate frequently so that materials recovery costs may just equal or be less than revenues from sales. The sensitivity of costs to markets and user charges needs to be future evaluated.
10. Because of the rapid and frequent fluctuations in prices for materials recovered from municipal waste, price supports, public ownership of processing facilities, regional materials clearinghouse, materials standards, mandatory garbage separation laws, and local bottle bills need to be evaluated for local impact.

11. The quantities of waste generated in Alameda County are sufficient to justify the operation of a complete resource recovery facility near Oakland.
12. The organic fraction of the municipal waste stream could be utilized as a component of compost, for supplemental fuel for a boiler, or for recovery of energy through pyrolysis (destructive distillation).
13. The technology of recovery of one or more forms of storable energy (fuel gas, methane, methanol, fuel oil, etc.) is currently in the demonstration phase. Markets for the products make this alternative attractive if public financing can be obtained.
14. Although further testing of energy recovery systems needs to be completed before a decision on one system is made, planning can continue towards implementing energy recovery systems.
15. An evaluation of the current energy recovery technology by Stanford Research Institute in December, 1974, concluded that while incineration was the least costly of Alternatives examined, the Union Carbide Purox pyrolysis process at a slightly higher capital cost could provide more than one form of storable energy and realize credits to offset a significant portion of costs.
16. Although many innovations in materials and energy recovery have occurred, conventional collection and disposal will still remain operationally much the same in the future.

Ferrous Metal Recovery

1. There are several ways that scrap iron and steel can be re-used.
2. Transportation is a significant cost in ferrous recovery, and freight rates discriminate against secondary ferrous materials.
3. Existing taxes tend to favor iron ore over scrap as a raw material.
4. Technological constraints would not prevent greater use of scrap.

Non-ferrous Metal Recovery

1. The high value of non-ferrous metals facilitates their recovery.
2. Non-ferrous metals recovery is not as sensitive to transportation and location problems as with other materials.
3. Non-ferrous metals are frequently used in small quantities with other materials and are often hard to separate.
4. When aluminum is recycled, there are substantial savings of energy to be realized over production of primary aluminum in both manufacturing and transportation.
5. The scarcity of most non-ferrous metals is causing industry to mine ores of the country with resulting economic and potential political problems.

Glass Recovery

1. In view of the vast virgin resources and low cullet value, glass recycling appears neither likely to "carry its own weight" nor be of great importance in terms of resource conservation.
2. Use of cullet in glassmaking conserves energy.
3. Transportation is a high cost in glass recovery and some rate discrimination exists.

Newspaper Recovery

1. Source separation of newspaper offers the highest use of this material when compared to the next best alternative, energy recovery.
2. De-inking technology can handle much greater volumes of used newspaper than it currently does.
3. Factory location and transportation cost are important factors in newspaper recycling.

Corrugated Recovery

1. Source separation of corrugated offers the highest use of this material.
2. Given market stability and reasonable prices, a much greater amount of corrugated could be repulped.
3. Factory location and transportation cost are important factors in corrugated recycling.

Energy Recovery

1. The ability of the energy recovery system or its customers to sustain interruption of either supply or demand for the energy is the important criteria.
2. Separating usable materials from solid waste does not significantly lessen energy recovery potential.
3. Projections of high energy demands should minimize recovery barriers.

Recycling Centers

1. The educational value of community recycling centers exceeds the physical benefits in reducing solid waste disposal problems and preserving natural resources.
2. The participating structure surrounding the recycling centers is a benefit to the community in many more ways than just the quantities of materials recycled.

3. Source separation provides a cleaner/purer product.
4. The differing participatory patterns in Alameda County indicate that, while the potential for source separation is high and can be expanded, there must be a uniform imperative declared at the State and Federal levels to encourage recycling or source separation and reduction.
5. Patterns of participation differed within the County depending upon whether local interests focused upon technical or social solutions or problems.
6. Industry cooperation with community recycling projects is high throughout the County.
7. Public subsidies have been used to support some recycling programs; returns from sales of secondary materials have not been adequate to support the centers.
8. The operation of recycling centers is labor intensive and relies heavily upon a large voluntary labor supply.
9. Materials recovery efficiency would be markedly increased through a more coordinated and widespread application of recycling.
10. Recovery of newsprint, corrugated and aluminum seems to offer the highest potential for initial countywide source separation programs.
11. Although little source separation recycling is occurring through established recycling centers throughout the County (less than 1% of total waste), many benefits (resource conservation and energy savings) are realized and could be realized through this method.

Landfill Sites

1. Resource recovery at landfills today is limited to ferrous can recovery, and recovery of large ferrous and non-ferrous objects by hand.
2. In general, regulation of land disposal operations by regional, County, and city agencies is not performed consistently.
3. While present laws call for safe and efficient land disposal of solid wastes, existing enforcement procedures are not adequate to accomplish the intent of these regulations.
4. Regulatory responsibility is highly fragmented; no single agency is maintaining supervision over activities at the sites in Alameda County. Instead, each public agency concentrates on only one aspect of disposal operations. There is almost no comprehensive monitoring of landfill sites in the County being carried on under one agency or in coordination with concerned agencies.
5. None of the sites presently in operation in the County may be considered sanitary landfills, with one possible exception--the Eastern Alameda County Disposal Site.

6. Problems relating to environmental quality are associated with several of the sites which are close to San Francisco Bay.
7. Operational problems were apparent at most disposal sites in Alameda County in the fall of 1974.
8. In general, control over the types of materials being dumped is lacking. Few site operators thoroughly inspect incoming materials, and hazardous materials or non-permitted wastes could be covertly deposited at most of the sites.
9. Implementation of a waste processing system which could recover materials and/or energy, along with a centralized waste disposal facility, could begin to resolve the more serious environmental problems associated with uncontrolled landfill disposal of wastes.
10. There are Class I sites in only two counties in the Bay Area requiring long hauling operations resulting in high costs for disposal.

Present Legal Constraints

1. The recent development of State policies, requirements, and standards for solid waste management must be reviewed and incorporated as they apply to the County solid waste management plan and implementation program.
2. Present legal constraints are vested in (a) city and County ordinances and (b) administrative procedure.
3. Ordinances and procedures may vary among jurisdictions in the County, and many are out-of-date.
4. A uniform procedure and a countywide ordinance acceptable to all jurisdictions and applicable to all is presently lacking.
5. General information pertinent to the quantities and costs, charges, and rate of return have been adequate for countywide planning. They, however, need to be developed on a more comprehensive and detailed basis. Any legal barriers to obtaining information which would assist in the engineering of resource or energy recovery systems or the decision-making process must be modified.
6. While many administrative and operational activities must be carried on by city government (collection franchise negotiations, quality of service, etc.), there would be certain advantages to a countywide approach and coordination of activities.

Legislation

1. Significant improvements in solid waste management will not come about without significant changes in public policy as expressed in law-- primarily at the Federal level, but at the State level as well.
2. Local measures to improve resource recovery could be of limited significance since they could not be applied outside the jurisdiction of the local area.
3. No solid waste management legislation was passed at the Federal level during 1974, and there is evidence of a lack of interest and a lack of leadership in solid waste management matters at the Federal level.
4. Legislation at the State level, after the preliminary surge of SB-5, has been meager. The Solid Waste Management Board Policies and Resource Recovery Program reflects a similar lack of strong guidance. In addition, the Board pays little attention to local needs and feedback in response to referrals.

Funding and Financing

1. Special programs (e.g. economic aid) will be needed during the period of transition to an economy which emphasizes resource recovery in order to ease unemployment problems, investment hardships, and other readjustments.
2. The spirit of the "Resources Recovery Act - 1970" has not been pursued by Federal funding programs which would develop and implement solid waste management systems at State and local levels.
3. Federal funding programs for the private sector in developing or implementing alternative disposal methods is also limited.
4. Revenue sharing funds to assist local government in developing solid waste management programs do not include capital costs for "hardware."
5. State mandate (SB-5) has provided no funding with which to implement solid waste management planning in California.
 - a. Counties are expected to develop and finance solid waste planning alone.
 - b. With the exception of the State Water Quality Control Board, there does not appear to be a potential source of funding assistance available to the counties, and resources of WQB are extremely limited.
6. Research, development, implementation of disposal alternatives, and administration of management plans are not currently funded at the State level.

7. The County's options to raise capital to implement a comprehensive plan include combinations of:
 - a. General obligation bonds issued at state or local level.
 - b. Revenue bonding with joint powers agreements between city-county agencies.
 - c. Revenue bonding with revenue sharing funds.
 - d. Combination revenue bonding with user charges.
 - e. Solid Waste District formation with revenue bonds, ad valorem taxation to finance operation of landfill sites, if required.
8. Public financing of capital improvements is generally less expensive than private financing due to the tax-exempt status of public organizations and the ability of the public sector to borrow funds at lower interest rates.
9. Neither Federal nor State governments have backed up their designation of local governments--in partnership--with industry as responsible agents for solid waste management and resource recovery planning, construction, operation and regulation with legislation that provides low-cost financing opportunities for public agencies and private operators.
10. There will be a large expense to the local governmental sectors if other methods of solid waste disposal, other than "conventional landfill," are to be employed in a comprehensive program. Implementation of an areawide resource recovery system will require large capital investments, and therefore, extensive capital financing.

Regional Coordination

1. Both individually with two adjacent counties and within a nine county regional group, the Alameda County Planning Staff has discussed mutual regional solid waste management concerns which resulted in an identification of, and a need to further study mutual problems.
2. Alameda County has participated in the Bay Delta Resource Recovery Demonstration Action Committee which has investigated an alternative method of regional solid waste disposal in the form of composting.
3. The Alameda County Solid Waste Management Technical Advisory Committee and Advisory Committee reviewed the Stanford Research Institute Report, Refuse as a Fuel, and various implementation reports. These groups also reviewed the Bay Area Council Criteria for Solid Waste Management.

Citizen Participation, Education

1. Guidelines for State Solid Waste Management Plans call for citizen involvement and participation in the preparation of each County Solid Waste Management Plan.
2. Alameda County has presented background reports on the Solid Waste Management Plan to the Planning Commission, has encouraged newspaper coverage of Solid Waste planning activities, and has invited citizens to attend and participate at meetings concerned with solid waste.

C. PLAN POLICIES (Revised Complete Text)

1. Plan Administration

- a. The execution of a joint exercise of powers agreement between cities, special districts, and the county including the formation of a joint powers board of existing elected officials. (No change in concept, minor rewording from Plan p. 1-7).

- 1) The representation, powers, and authority vested in such a board will be spelled out in detail in mutual agreement with the signatories (cities, special districts, county).

(Revisions suggested by Oakland, Berkeley and Fremont)

- 2) The joint powers board will be the designated county-city solid waste management agency for plan implementation and policy making.

(Minor revision and clarification)

- 3) Staff liaison to the board will occur through existing (city and county and special district) agencies with a minimum staff of an administrator and a clerk/secretary appointed to serve the board.

(Revised based upon comments from Pleasanton, Fremont and others)

- 4) Establishment through the joint powers agreement for a coordinated effort with respect to staff needs and expenditures.

(Revisions suggested by Oakland)

- 5) Until the execution of the above mentioned joint powers agreement of mutual control, an informal council of existing elected officials from each city, affected districts, and the county will be utilized as the management advisory agency.

(Revision suggested by Fremont)

- b. The specific assignment of enforcement and regulatory functions are to be assigned to the County Health Care Services Agency with a coordinator responsible for coordinating these functions.

- 1) The regulatory function/activities are to be separate from plan implementation; coordination, however, will occur between the two in the form of regular status report so that regulatory problems will not be overlooked in short and long-range planning.

- 2) Enforcement or regulatory functions which pertain to local land use or zoning decisions within a jurisdiction are not pre-empted by this plan.
- c. A comprehensive waste management ordinance should be developed for adoption by all local jurisdictions; some modification of the state standards for solid waste management (CAC Title 14, Chapter 3) may be necessary and the development of regulations for various aspects of the waste system promulgated by the Health Care Services Agency. (Modernization of ordinances and the development of local standards and regulations).
 - d. Current and future waste management activities should be further evaluated as to costs and revenues.
 - 1) The work of the Joint Refuse Rate Committee is recognized and should become a part of the overall plan administration under the authority of the cities and the joint powers board.
 - 2) Recognition is also made of the Price Waterhouse Study of 1972 on the Oakland Scavenger Company and of the necessity to evaluate revenues, rate of return on investment, establish uniform audit procedures, and a model contract agreement for use by the jurisdictions.
 - e. Any major changes in the waste management system, (collection, resource or energy recovery, or disposal, for example) in accord with this Plan, should be thoroughly evaluated as to cost, efficiency, technical feasibility, social costs and benefits by the appropriate jurisdiction and County Waste Management Agency and publically discussed so that the public is assured the choice of the best way to solve the waste problem without its options either for public or private ventures in future plans being foreclosed.
 - f. As a consequence of closing of landfill sites in the county, the Board, once formed should give first priority to the short-range disposal needs to include the evaluation of technical feasibility of alternatives to landfill with the objective of reducing the total flow of waste from the source to the environment.

2. Management/Operations

a. General Policies

1) Private industry is given full opportunity to perform waste management activities:

- a) Coordination will be established between the scavenger companies serving local jurisdictions so that short-, mid-, and long-term changes and solutions are evaluated and understood and conform to the County-City-Special District Solid Waste Management Plan.
- b) Changes which are made in the waste management system to achieve local, state, or federal goals of material or energy recovery may alter the costs of the refuse service; it is understood that costs and benefits of achieving said goals are to be passed to the users of the system.
- c) Since it is the consensus of local opinion that private industry continue to play the major role and develop needed facilities, private industry will develop and coordinate the facilities plan in conformance with Plan Policies and the concurrence or approval of the joint powers board. This policy recognizes that Oakland Scavenger Company serves 12 of the 16 local jurisdictions in Alameda County, and that their facilities plan will be designed to serve a major portion of the county population.

2) Local jurisdictions are responsible for collection services and franchising for that service; rates and franchise fees are a local prerogative, and cities may benefit by recognizing the goals of the Joint Refuse Rate Committee and the areawide evaluation of common problems.

(Minor revisions suggested by Oakland)

- a) That cities (special districts) will continue to accept the responsibility for the waste generated within its borders and retain the right to dispose of or utilize its solid waste to its best advantage

(Suggested by Alameda)

3) Capital intensive programs for material and energy recovery may be privately funded at some future time based upon evaluation and decision of the Joint Powers Board.

(Revision suggested by Oakland and Fremont)

4) The goal of at least 67% combined resource materials and energy recovery by the early 1980's and 92% by 1990's (alternatives 1980 C and 1990 C) and that the options of composting the organic fraction (such as the Bay Delta Demonstration) will be continued to be explored.

(Revision suggested by Berkeley)

- a) It should be realized that the adoption of these goals is dependent upon at least two conditions (1) the ideal circumstances with technology fully developed and market demand for reclaimed and recycled waste products at optimum, and (2) goals in view of present technology. Decisions ultimately will be based upon evaluations of technical feasibility, cost and benefits derived.

- 5) Transfer and processing facilities, long haul and disposal sites existing or proposed are to be in conformance with the Plan.

(No change from Plan p. I-8)

- 6) The closing of close-in disposal sites will necessitate the location of satellite transfer stations at several points throughout the county.

(No change from Plan p. I-8)

- a) The location of the transfer stations should be carefully examined for efficiency and cost effectiveness and a county-wide transfer facilities plan developed.

(Revision suggested by Berkeley)

- b) Transfer facilities will be needed for the metropolitan area of Alameda County (Albany to Hayward) and should be located to efficiently serve collection routes in each area. Such facilities would separate ferrous and non-ferrous metals, reusable fibers (wood and paper), glass, and other materials for which markets exist. They would apply the most modern proven technology to this problem.

(Minor revisions from p. I-8)

- c) With respect to resource recovery, industry and the public should be encouraged or required to separate wastes into components which can be sold or reused as secondary materials. (An example of this is waste wood from industries which could be recovered and sold to kraft paper manufacturers).

(No change from p. I-8)

- d) Comprehensive waste management planning may necessitate the use of resources in waste or facilities in order to preserve future options for optimum systems.

(Revised statement based upon condition #5 from City of Fremont, November 20, 1975)

- e) Adequate attention should be given to waste disposal sites located in or near municipal jurisdictions including the following principle:

Gravel quarries within the Amador-Livermore Valley are not suitable for use as disposal sites because of the potential dangers to groundwater resources.

(Revised based upon comments from Pleasanton)

- 7) Five-year action programs for 1976-2000 should be instituted and can provide milestones for resource management and capital improvements to the solid waste system.
- 8) The environmental constraints map of Alameda County prepared for the Solid Waste Management Plan should be used to determine if there are any general areas in the County which might be suitable for disposal sites.

(Revised based upon comments from Pleasanton)

b. Special Wastes

- 1) Hazardous Wastes - Organic and Inorganic Industrial Wastes, Hospital and Medical Wastes, and Pesticides.

It is recommended that:

- a) interim policies be adopted by the Board of Supervisors for the control of hazardous wastes;
- b) the County waste management agency be assigned the authority for overall management of hazardous wastes;
- c) a full report be made to the Board of Supervisors on the status of hazardous waste handling, generation, and disposal at the earliest possible time and on a periodic basis by the County waste management agency;
- d) any County program for hazardous waste management should be coordinated with State Health Department functions and regulations.

(State Health Department has pre-empted the field)

- 2) Sewage Treatment Residues

It is recommended that:

- a) a greater degree of coordination of management and disposal activities, as well as planning, be provided by the County waste management agency and the sewerage agencies in the County;
- b) the County waste management agency has the responsibility of informing the community on the costs and problems of disposal of sewage treatment residues;
- c) comparative cost information on disposal of wet garbage through traditional can collection and garbage grinder/sewage disposal be made available to the public.
- d) full public discussion of alternative disposal methods being developed including composting with solid wastes must be continued.

3) Food Processing Wastes

It is recommended that:

- a) the County waste management agency be responsible for regulation and management or coordination of food processing wastes disposal. In coordination with industry, the County waste management agency should explore alternative and productive disposal methods such as composting, methane production, animal feed, and soil conditioning.
- b) the agency establish and maintain liaison regionally with solid waste and sewerage agencies handling food processing wastes.

c. Litter Control

It is recommended that:

- 1) litter be recognized as an aspect of solid waste management because of its chronic and widespread occurrence in the County. It is unsightly, a threat to health and safety, and an impediment to the proper function of storm drains and drainage ditches.
- 2) since litter is solid waste material which is improperly disposed, it should be treated as part of the overall solid waste management program.
- 3) there be further study of the litter problem, including all improperly disposed materials, not just man-made items. It should be investigated under the direction of the agency authorized to implement the Countywide solid waste management plan. It is recommended that the State make funds available for a full assessment of litter control problems and activities, in order to determine the seriousness of the litter problem in Alameda County and the most effective methods of litter control, to aid the development of a Countywide litter control plan.
- 4) The ideal method of litter control is litter prevention rather than litter pickup. Public education programs, mandatory subscription to the garbage collection service, local container legislation, and public litter receptacles are some of the possible methods of preventing litter which should be examined as part of any countywide litter program.
- 5) Because the Oregon Bottle Bill has had a significant and documented effect on controlling litter in the State of Oregon, similar legislation should be adopted either at the State or local level.
- 6) Existing litter control and clean-up programs should be supported and enforced until a comprehensive study of litter is completed and a countywide program can be initiated. Public education programs, especially in the schools, should be encouraged and supported by local governments and school districts.

d. Source Separation and Generation

It is recommended that:

- 1) research be undertaken by local agency technical staff and the operators to determine the economic feasibility of source separation.
- 2) newsprint and corrugated should be source separated in order to obtain their highest use--repulping into other paper products.
- 3) the feasibility of limiting or banning certain materials that are impossible or costly to recycle, such as bi-metal cans, from the municipal solid waste stream, should be given further study.

e. Transfer Stations and Processing/Resource Recovery Facilities:

- 1) Any solid waste processing facility should be large enough to create an adequate volume of recovered materials and should be located near adequate utilities and roads in order to achieve optimum efficiency in materials recovery. (Economy of Scale)
- 2) Transfer stations should be located at several points throughout the county to minimize haul costs and to provide close-in dumping areas for local residents.
- 3) Design of a processing/energy recovery facility to serve the metropolitan area (Central Metropolitan, Eden Planning Units) and the development of a funding program should begin immediately if resource recovery goals are to be met in the early 1980's and 1990's.
- 4) The closing of close-in disposal sites will necessitate the location of satellite transfer stations throughout the county. The location of these transfer stations and any processing facility should be carefully examined for efficiency, cost-effectiveness, compatibility with local plans, and social impact.

f. Resource Recovery

1) General Policies

- a) If maximum conservation of resources (including energy) is a primary goal, then materials in solid waste should be recovered through composting rather than converted to energy.
- b) Industry and individual companies should be encouraged to recover and reuse their own waste products through legal sanctions.
- c) Specific contracts and the development of materials specifications for recycled materials should be encouraged in order to produce a stabilizing impact on materials recovery.

- d) The recovery and reuse of scrap iron, steel, and tin should be stimulated through revision of discriminatory freight rates and taxes.
- e) The recovery of non-ferrous metals is an important objective of a comprehensive solid waste management system because:
 - when aluminum is recycled, there are substantial savings of energy to be realized over production of primary aluminum in both manufacturing and transportation;
 - the present high costs of mining in the United States and ultimate scarcity of most non-ferrous metals is causing industry to mine ores out of the country with resulting economic and potential political problems;
 - the high value of non-ferrous metals facilitates their recovery.
- f) Because the use of cullet in glass making conserves energy, glass recycling should be implemented where economically feasible.
- g) Newspaper recovery is to be encouraged, as de-inking technology can handle large volumes of used newspaper.
- h) Repulping of corrugated material should be encouraged, given market stability and reasonable prices.
- i) Energy recovery should be intensively studied as an important method of solid waste management because:
 - separating usable materials from solid waste does not significantly lessen energy recovery potential;
 - projections of increasingly high energy prices and demands should minimize barriers to funding energy recovery;
 - traditional sources of energy are in increasingly short supply and at higher prices.

2) Recycling centers

It is recommended that:

- a) the community be encouraged to use local recycling centers to reduce the flow of solid waste and to preserve resources.
- b) recycling centers be assisted by local agencies as means of reducing the flow of solid waste and as a means of educating the public.
- c) the federal and state governments provide incentive and leadership in the area of resource recovery by establishing strong policies encouraging such activities, including appropriation of funds for establishment of recycling centers.

- d) recycling centers serve on a permanent basis, or on an interim basis, until the establishment of sub-county resource recovery facilities as part of the solid waste management plan.

3) Scrap Processing Facilities

It is recommended that:

- a) the community be urged to use local scrap processing centers to reduce the flow of solid waste and to preserve resources.

g. Landfill Sites

- 1) All regional and local standards, as well as minimum State standards, for county landfills should be reviewed to require that disposal sites resolve operational problems and achieve "sanitary landfill" status. Standards based upon the statewide standards should be revised and adopted for local applications.
- 2) Regulation of land disposal operations should be performed consistently and comprehensively throughout Alameda County. A single county agency should be assigned overall authority and responsibility for a monitoring program to prevent all forms of environmental pollution. Federal, state, and local standards and regulations must be vigorously enforced.
- 3) The proliferation of land disposal sites and increase in land for sites should be discouraged. A minimum number of sites should be chosen with adequate capacity for the needs of the county and located away from urban areas. Centralization would facilitate operational control and opportunities for resource recovery. Gravel quarries within the Livermore-Amador Valley ground water basin are not suitable for use as disposal sites.

(Revised based upon comments from Pleasanton)

- 4) Reasonable public access to the transfer stations and disposal sites should be provided.
- 5) Contingency plans will be developed to insure land disposal capacity in the event of labor disputes and natural disasters.
- 6) Producers of solid waste should bear a substantial portion of the costs of disposal according to the quantities each generates and the hazardous/non-hazardous or hard-to-handle nature of the waste.
- 7) While lack of operational standards might result in lower development and operating expenses, the resulting environmental pollution would be borne by society as social costs.
- 8) Disposal of waste to land involves real and incommensurable costs. Users of the site pay the real costs and society pays for the incommensurables such as restrictive use, aesthetic, and pollution impacts. In reviewing new or existing sites, the distribution of all costs as well as benefits must be made equitably over time. Every effort should be made to reveal and quantify both real and social costs for all aspects of waste management.

- 9) Land is a valuable natural resource. Any lands designated in the Solid Waste Plan and in the General Plan as being suitable for a disposal site must be subjected to a critical review before approval as a site.
- 10) Burial of recoverable waste materials is presently more economical but not the most desirable solution to the waste disposal problem. The "out-of-site, out-of-mind" philosophy of waste disposal is invalid in a world of finite resources.
- 11) Resource recovery systems (focusing on materials recovery and/or energy recovery) could have a very significant impact on the reduction of solid wastes going to landfills and would conserve valuable resources and energy.
- 12) All solid waste disposal sites should be protected against encroachment of incompatible land uses and should be reclaimed for future use in accord with the General Plan.

Legal and Legislation

- a. Modernization of local ordinances and the development of local standards and regulations will be expedited during Plan implementation.
- b. Evaluation of the application on a countywide and statewide basis of a Litter Control and Bottle Bill and of the feasibility and implications of source reduction and source separation.

(Revised as suggested by Fremont, Berkeley, and Newark)

- c. A legislative review program should be established to address problems which can be resolved by changes in state and federal laws and policies. This includes many areas but is exemplified by the problems faced by the secondary materials industry in inequity in taxes and tariffs.

(No change from original text, p. 1-8)

- d. Legislation is needed to reduce the amount of material entering the solid waste stream (source reduction).

1) Federal:

- a) Establish standards for product durability.
- b) Tax regulations should be changed to discourage advertising by junk mail.
- c) Require that containers be of standard size and shape.

2) Federal and State:

- a) Discourage, in the form of a tax, excessive use of packaging materials or use of single-use items (such as disposable towels, diapers, cups, etc.); apply these revenues towards solid waste management and resource recovery programs.

3) Federal, State and Local:

- a) Government at all levels (Federal, State, regional, local) should promote public education programs to develop a "conservation ethic" among the general public.
 - b) Discourage specific types of single-use products (such as no-deposit, no-return beverage containers) through prohibitions against their manufacture or sale.
- e. Legislation is needed to maximize recycling, reuse, or other productive application of waste resources (resource recovery).

1) Federal:

- a) Federal standards should be established for reusable containers as to size, color, quality, design; consumers should be encouraged to return such containers to retail outlets through a deposit system.
- b) Federal standards, regulations, and tax incentives should be established for the percentages of recoverable, reusable, or recyclable materials which shall be contained in specific products in order to promote the substitution of recovered materials for raw resources in manufacturing the product. (Or, maximum permissible quantities of virgin materials in specific products could be established).
- c) Revise the federal tax code to terminate or modify such measures as depletion allowances and capital gains privileges for virgin timber and mineral producers in order to discourage the rapid consumption of new raw materials and encourage the recovery of waste materials. (Tax equity for secondary materials)
- d) Quotas should be placed on production and importation of new paper, and the paper recycling industry should be subsidized to make use of recycled paper products economically attractive to the consumer.

2) Federal and State

- a) Manufactured products could be taxed on the basis of the proportion of new and recovered materials included in their manufacture. (For example, an item made entirely from new substances would be charged the full tax, while one which contains 50 percent recycled components might be charged half of that, or perhaps no tax at all). This type of levy has been termed a "disposal tax."
- b) The existing transportation (freight) rate structure - low rates for virgin commodities and high rates for secondary materials - should be reviewed in order to encourage resource recovery.

- c) Governmental agencies should be required to purchase products containing recycled materials. Such procurement policies would support markets for secondary materials.
 - d) Public and quasi-public agencies should be urged to adopt procurement policies which require maximum feasible use of recycled materials in all supplies purchased. Such procurement policies would stimulate the recovery of recyclable materials.
- f. Federal and state governments need to strengthen state-area-wide-local solid waste management planning and implementation functions through policies and financial assistance programs.
- 1) Federal legislation mandating state solid waste management planning should require consistency with state comprehensive planning as well as recognize the role of regional and county comprehensive planning agencies in the state-area-wide-local system.
 - 2) The federal government needs to provide continuing technical and financial assistance for state, area-wide, and local planning efforts.
 - 3) As part of the state-area-wide-local planning process, the state should provide for standardization of data gathering (measurement of weights, volumes, types of wastes), recording, and reporting. Also, the State should act as a clearinghouse for information on solid waste management practices and developments in California.
 - 4) The state should recognize that reasonable cost to the householder is a fundamental consideration to local governmental elected officials in selecting a county solid waste management system that is economically feasible and environmentally sound.
 - 5) Coordination among neighboring counties is vital in planning and implementing solid waste management systems.
 - 6) Financial assistance to local (regional) governments should be in the form of R & D grants, loan guarantees, or construction grants.

4. Finance

- a. Questions about revenues generated through user charges and rates in each jurisdiction should be evaluated. Audit procedures suggested by the Price Waterhouse Study of 1972 should be adopted as well as a model agreement as drafted by the Joint Refuse Rate Committee. Questions concerning rate of return or return on investment should be resolved at the earliest date. The work of the Joint Refuse Rate Committee should be recognized by the Joint Powers Board and incorporated into the countywide waste management effort.

(Revision as suggested by Oakland)

- b. Rate setting determination and franchise fee requirements is retained by local agencies.

(Suggested by Oakland)

- c. Long-term capital financing is available to public and private enterprise through the revenue bonding authority of the California Pollution Control Financing Authority and should be considered for financing local projects.

(Suggested by Fremont)

- d. All capital costs of the waste system will be supported through user-charges and franchise fees paid to cities will not be utilized for financing the administration of the joint city-county solid waste program.

(Revisions suggested by Fremont)

e. Federal Government:

- 1) Financial assistance to combinations of local general purpose governments should take these forms:
 - a) grants for research, development, and demonstration programs.
 - b) loan guarantee for construction of full-scale operational facilities. (Financial markets are reluctant to make municipal loans).
 - c) construction grants, if no other reasonable means of financing can be found.
- 2) Such assistance should be contingent upon establishment of an inter-governmental mechanism for long-range planning and implementation.
- 3) Integration of available technical and financial assistance of all federal agencies whose interests are addressed by a given research and demonstration project should be accomplished.
- 4) Lower the cost of financing facilities for private industry through providing access to pollution control bond money.

f. State (and Regional) Government:

- 1) Because solid waste considerations are regional in scope and cannot be isolated within political jurisdictional boundaries, financing of solid waste management systems should be supported at the regional or state level.
- 2) The state should provide technical and financial assistance to area-wide research and development programs where multi-jurisdictional capability has been established.

- 3) State action is needed to provide loan guarantees, low-interest loans to local governments for construction of components of a full-scale regional system.
- 4) Profits from resource recovery operations should be shared equitably throughout the community while guaranteeing a fair rate of return to private industry.
- 5) The state should return a portion of tax revenues and other revenues derived from solid waste management activities to the local communities to aid local development and implementation of solid waste management systems.

5. Regional Coordination

- a. Solutions to common problems shared by sister counties in the Bay Area should be evaluated; such problems would be, for example, landfill capacity and resource recovery potential, import and export of waste, and hazardous waste management.

(No change)

- b. Participation in regional studies through ABAG of common waste management problems should continue and be encouraged.

(No change)

6. Public Information and Education

- a. A public information and education program should be an integral part of plan implementation. This would occur through media packages, forums, and school education programs. One goal of such a program would be to reduce the volume of waste generated.

(No change)

- b. Citizens and citizen organizations should participate in Solid Waste Management Plan hearings and future plan reviews in their respective jurisdictions and at the Board of Supervisors.

- c. The Technical Advisory Committee should prepare a citizen involvement plan as part of their implementation program to encourage solid waste planning, resource recovery, and energy saving through the media, in the schools, and through public forums.

- d. Public information programs should be directed towards informing the public on the benefits of using products containing secondary materials as opposed to continuous depletion of virgin materials.

7. Research and Planning

- a. A plan review program should be established for updating the Plan every three years.

(No change)

- b. Research in the area of resource and energy recovery should be monitored; funding requirements and feasibility for local application should be determined and reported.

(No change)

- c. Proposals for funding capital and research projects should be prepared.

(No change)

- d. Resource recovery potential within each jurisdiction should be evaluated. Methods which involve application of technological solutions and attitudes and customs should be considered.

(No change)

- e. A countywide facilities plan will be developed by the joint powers board in cooperation with the scavenger industry.

(Revision suggested by San Leandro and of general concern to many others)

- f. The State Solid Waste Board, in cooperation with counties, should provide continuing research into the development of alternatives for handling, disposing and recovery of resources and energy from the solid waste stream.

- g. Alameda County should seek funding to prepare specific plans for developing alternative disposal and recovery methods and financing. A technical group consisting of industry, public, and quasi-public agencies should continue to plan for innovative waste management techniques.

- h. If studies determine that any innovative techniques would be economically and environmentally beneficial, pilot projects should be installed to test the feasibility and serve as a model upon which funding needs would be based for full-scale operations.

- i. Each city and the county should follow guiding principles in their respective conservation and General Plan elements in the establishment of any solid waste management site or facility.

- j. Every effort should be made to include only environmentally sound solid waste management operations in cooperation with the state, regional and local agencies.

D. Implementation Program

Action Program 1 - 1976 to 1980 Planning Period

Element 1 - Plan Administration

Task - The execution of a joint exercise of powers agreement between cities, special districts, and the county, including the formation of a joint powers board of elected officials.

Task - The joint powers board and supporting staff, to include a solid waste management administrator, be designated the county solid waste management agency.

Task - Coordination of current administrative functions in cities and county.

Task - Set up technical advisory committee for review of plan policy and implementation and to advise the Solid Waste Management (Joint Powers) Board and Administrator.

Task - Determine annual budget and staffing requirements.

Task - Review of existing ordinances, regulations, and standards and the adoption of new ones consistent with State Policy and Codes by a county solid waste enforcement commission and coordinator.

Task - Design and adoption of acceptable audit path procedures.

Task - Design and implementation of a management information system for waste management activities.

Task - Evaluation of current waste management activities for efficiency, cost, and social impact.

Task - Develop and submit for review program planning charts for materials recovery and energy recovery projects/facilities. Based upon present estimates of capital requirements, develop fund acquisition program.

Alternatives include:

- a. State General Obligation Bonds
- b. State Revenue Bonds including California Pollution Control Financing Authority Revenue Bonds
- c. Local General Obligation Bonds
- d. Local Revenue Bonds
- e. Private Financing

Task - Development of a contingency plan for labor disputes and natural disasters.

Element 2 - Management/Operations

General:

Task - Evaluate proposals for conformance with adopted Solid Waste Management Plan.

Task - Develop 5 year action programs for 1976-2000.

Special Wastes, Litter:

Task - Develop program for special wastes (hazardous, sewage sludge, food processing) management and for litter control.

Source Separation/Generation:

Task - Evaluate feasibility of source separation and separate collection for local communities in coordination with private industry.

Task - Continue to evaluate methods for reducing quantities of waste entering the solid waste stream.

Municipal Waste Collection:

Task - Private industry to continue to provide waste removal services to franchise areas, and existing municipal systems to continue during 1976-1980.

Task - Local jurisdictions continue responsibility for provision of collection services and to franchise for that service. May delegate this responsibility to county waste management agency if desired.

Transfer Stations:

Task - Evaluate ownership/operation of transfer stations for municipal waste. Alternatives are:

Public Ownership/Private Operation
Private Ownership/Private Operation
Public Ownership/Public Operation

Task - Determine appropriate location(s) for transfer station(s).

Waste Processing and Materials Separation:

Task - Evaluate alternative of public financing and ownership of materials processing programs in conjunction with the activities of private industry, as implementation of part of a resource recovery system has been suggested by private industry but with no guarantees or confirmed decisions.

Resource Recovery:

Task - Short Term - Industry plans may include removal of glass, ferrous cans and cardboard from waste stream. Resources recovered may approach 10%. Energy recovery systems being evaluated. Landfill still in operation.

Task - Mid Term - By 1976 or 1977, additional materials recovery systems will have been subjected to state-of-the-art review locally and rational choices can be made as to equipment to add and public/private financing possibilities. This could account for nearly 20% resource recovery. Refinements in full-scale energy recovery system (such as Purox) will allow go/no-go decision.

Task - Long Range - By 1980 and 1985, resources and energy recovery systems may account for from 67% to 87% recovery - combined with astute resource management policies (packaging controls, bottle bills, and source separation programs) waste to landfills may be significantly reduced.

Landfill Sites:

Task - Determine appropriate location for land disposal sites.

Element 3 - Legal and Legislative

Task - City and county counsel to review draft model ordinance for adoption.

Task - Review of concept of countywide Litter Control and Bottle Bill.

Task - Establish a program of legislative review; identify problems which must be addressed and resolved by changes in state and federal policies.

Task - Determine legislation needed and recommend same to state.

Element 4 - Finance

Task - Examine present revenues and charges. Provide assistance to jurisdictions in evaluating revenues generated through user charges and collection service rates and in determining a fair rate of return for private industry.

Task - Establish and adopt audit procedures in conjunction with the Joint Refuse Rate Study by Price Waterhouse and Company for the Joint Refuse Rate Committee.

Task - Develop for adoption a model agreement for refuse collection services. Coordinate with the Joint Refuse Rate Committee.

Task - Determine source of funds to off-set expenses of plan implementation. Alternative sources include a tax or user charge.

Element 5 - Regional Coordination

Task - Continue liaison with state-county regional waste management plan committee through ABAG and discuss common problem areas such as:

- . landfill capacity(s)
- . hazardous wastes
- . import and export questions
- . resource recovery potential
- . source reduction

Task - Evaluate the common problem areas and coordinate with Santa Clara and Contra Costa Counties.

Task - Participate in regional study of Class I Disposal sites in coordination with ABAG, State Health, Solid Waste Board, and other State agencies.

Element 6 - Public Information

Task - Provide information to public on Countywide Waste Management Plan.

Task - Develop information packet on recycling centers and other relevant projects.

Task - In coordination with local ecology centers, develop full media package; also evaluate the school education project for application in other communities.

Task - Provide a speakers' bureau available to the community.

Element 7 - Research and Planning

Task - Establish plan review program for updating plan every three years.

Task - Monitor materials and energy recovery demonstrations and integrate new technology into the Plan. Continue to explore composting alternatives (Bay Delta project).

Task - Determine funding requirements for materials and energy recovery projects.

Task - Prepare proposals for funding capital projects, research projects, and demonstration projects.

Task - Evaluate resource recovery potential within each jurisdiction for feasibility of planned resource recovery. Evaluation factors to be considered:

- . volumes (current and projected)
- . quantities and characteristics
- . source separation
- . separate collections
- . materials, standards and markets

SOLID WASTE MANAGEMENT PLAN

APPENDIX

1. Alameda County Planning Department Staff Analysis, November 10, 1975.
2. Summary of public testimony at Alameda County Planning Commission public hearings.
3. Resolutions received from Cities in Alameda County as of November 25, 1975: Alameda, Albany, Livermore, Newark, Oakland, Piedmont and Pleasanton.
4. Other comments or staff reports received from Cities and Special Districts on the Solid Waste Management Plan as of November 25, 1975: Berkeley, Castro Valley Sanitary District, Congress of Valley Agencies, East Bay Municipal Utilities District, Emeryville, Fremont, Hayward, Oro Loma Sanitary District, San Leandro, Union City and Valley Community Services District.

STAFF ANALYSIS - NOVEMBER 10, 1975
ALAMEDA COUNTY SOLID WASTE MANAGEMENT
PLAN

STAFF RECOMMENDATION: Receive further testimony from cities and from the public and continue hearing to November 24, 1975.

BACKGROUND:

On August 18, 1975 the report Draft Solid Waste Management Plan was presented to the Planning Commission. Public hearings on the Draft Plan were held on September 25, 1975, October 2, 1975, primarily for the unincorporated area and on October 27, 1975 for the county-wide plan. The October 27, 1975 hearing was continued to November 10, 1975.

Hearings are being held concurrently by each city council on the Draft Plan. A schedule of these hearings is attached to this staff analysis.

To the Solid Waste Plan and EIR the following responses have been received since the hearing on October 27, 1975:

| <u>DATE</u> | <u>RESPONSE</u> |
|------------------|--|
| October 22, 1975 | Earl W. Mortenson, State Department of Health. Comments concentrating on public health aspects of the Plan. (Copy attached) |
| October 23, 1975 | Gail Stanton, Oro Loma Sanitary District. Cover letter transmitting resolution disapproving principles and objectives in Plan. (Copy attached) |
| October 24, 1975 | Louisa Jashulski, PACE. Comments on central issues of Plan. (Copy attached) |
| October 28, 1975 | City of Pleasanton. Resolution of conditional approval. (Copy attached) |
| November 3, 1975 | Livermore City Council. Resolution of Approval with one condition. (To be transmitted to County on November 10, 1975) |
| November 4, 1975 | Berkeley Solid Waste Management Commission. Evaluation and comment on the Plan addressed to the Berkeley City Council. |

Questions raised at hearings:

1. Facilities location - Published plan recognizes the need for a transfer station in western portion of county for the short-term. However, since the Plan is a policy plan no other facilities location is discussed.
2. Cost of Plan Implementation - Current range of cost being discussed by SWMPAC is between \$100,000 and \$300,000. This means from 23¢/household/year to 71¢/household/year.

3. Container Order and Litter Law - Plan recommends the "evaluation" of application of a bottle bill and litter law on a countywide basis.
4. Composting and Land Application Alternative - Although the economic viability of composting is questioned, the Bay Delta Plan and a composting and energy recovery alternative are included in the Draft Solid Waste Management Plan.
5. Franchise Administration and Collection - It is unequivocally stated in the draft Plan that these responsibilities will remain with the city or special district.
6. Hazardous Waste - The State Department of Health has pre-empted the field. Currently this is managed on a regional basis and is regulated by the State Health. This practice is expected to continue.
7. Current and Potential Resource Recovery Rate - It is stated in the Plan that today only about 2%+ is being recovered. The potential for recovery of materials may approach 20%; energy recovery systems are being developed which can reduce the waste to landfills by 40-50%. It must be recognized that these are estimates and would be revised in the future.
8. Interim Solutions - Current practices will continue until resource and energy recovery systems are built. Capacity exists for 6-7 more years at existing facilities. However, several constraints such as existing conditions in use permits and the distance to those landfills (Durham Road and Vasco Road) must be recognized and resolved.

Areas of Concern Expressed at City Council Meetings:

1. Costs to administer the Plan.
2. Facilities location question.
3. The "no major long-term commitment" clause contained in the Advisory Committee recommendations.
4. The joint powers agreement vs the Joint Refuse Rate Committee - limits and responsibilities.
5. The mistaken idea that the Plan advocates "a new layer of government."
6. Barriers to flow of waste, waste importation. (from outside of Alameda County)
7. Franchise fee and user charges as it pertains to off-setting implementation costs.
8. Size, need, and composition of the Regulatory Commission.
9. Collection and franchising responsibilities.

Recommended Policies for which concurrence is being sought -

The following policies taken from the Draft Plan and Preliminary Recommendation of the SWMPAC are the items for which concurrence is being sought:

- . the execution of a joint exercise of powers agreement between cities, special districts and the county, including the formation of a joint powers board of elected officials;
- . the principle of city representation on the joint powers board;
- . the assignment of administration and implementation to existing agencies; the specific assignment of enforcement/regulatory functions to the County Health Care Services Agency with a commission* and coordinator separate from the joint powers board;
- . modernization of ordinances and the development of local standards and regulations;
- . private industry is given full opportunity to perform waste management activities;
- . local jurisdictions are responsible for collection services and franchising for that service;
- . capital intensive programs for material and energy recovery may be publicly funded at some future time based upon evaluation and decision of the Joint Powers Board;
- . the goal of at least 67% combined resource and energy recovery by 1980 and 92% by 1990; (alternatives 1980C and 1990C) and that the options of composting should continue to be explored;
- . evaluation of application of a litter law and bottle bill on a county-wide basis;
- . revenues and charges should be evaluated and uniform audit procedures and model agreements adopted.
- . regional coordination through participation in studies and seeking solution to common problems through the Association of Bay Area Governments;
- . public information program;
- . plan review program on a 3-year cycle.
- . no major long-term commitment either to private or public enterprise, be made until adequate study and comparison is made of efficiency and cost of collection, processing, resource recovery, energy production and disposal.

*The published plan does not call for a separate commission. Each city should decide on whether they endorse a commission in addition to the Joint Powers Board.

SCHEDULE OF COUNTY-CITY SOLID
WASTE MANAGEMENT PLAN PUBLIC HEARINGS

| <u>Jurisdiction</u> | <u>County or Commission</u> | <u>Date</u> | <u>Action</u> |
|---------------------|---------------------------------|-------------|-----------------------------------|
| Livermore | City Council | 9/22/75 | Continue to 11/ 3/75 tentative |
| Alameda County | Planning Commission | 9/25/75 | Continue to 10/ 2/75 |
| Alameda County | Planning Commission | 10/ 2/75 | Close hearing to re-open |
| San Leandro | City Council | 10/ 6/75 | Continue to 11/10/75 7:00 p.m. |
| Alameda | City Council | 10/ 7/75 | Adopt Resolution |
| Fremont | City Council | 10/ 7/75 | Continued to 11/18/75 |
| Newark | City Council | 10/ 9/75 | Continue to 10/23/75 |
| Pleasanton | City Council | 10/13/75 | Continue to 10/28/75 |
| Emeryville | City Council | 10/22/75 | Continued to 11/ 5/75 |
| Newark | City Council | 10/23/75 | |
| Alameda County | Planning Commission | 10/27/75 | Continued to 11/10/75 |
| Albany | City Council | 10/27/75 | Continued to 11/10/75 |
| Livermore | City Council | 10/27/75 | Put over to 11/ 3/75 |
| Piedmont | City Council | 10/28/75 | Continued to 11/ 3/75 |
| Pleasanton | City Council | 10/28/75 | Approved with conditions |
| Union City | City Council | 11/ 3/75 | Continued to 11/17/75 |

| | | | |
|------------|--------------|----------|--------------------------|
| Livermore | City Council | 11/ 3/75 | Approved with conditions |
| Emeryville | City Council | 11/ 5/75 | |
| Newark | City Council | 11/ 6/75 | |

| | | | |
|----------------|--|----------------------------------|--|
| Alameda County | Planning Commission | 11/10/75 | |
| Albany | City Council | 11/10/75 | |
| San Leandro | City Council | 11/10/75 | |
| Piedmont | City Council | 11/11/75 | |
| Oakland | City Council work session public hearing | 11/11/75 afternoon evening | |
| Hayward | City Council work session | 11/11/75 afternoon | |
| Berkeley | City Council | 11/11/75 | |
| Newark | City Council | 11/13/75 | |
| Hayward | City Council | 11/18/75 | |
| Fremont | City Council | 11/18/75 | |

SUMMARY OF PUBLIC TESTIMONY AT
ALAMEDA COUNTY PLANNING COMMISSION PUBLIC HEARINGS

September 25, 1975

| <u>Individual</u> | <u>Agency</u> |
|-------------------|--|
| David Hill | State Department of Water Resources Comments: There are a few technical errors in the geologic part of the Plan. Also, reduction of the geologic map rendered it unintelligible; suggested another general geologic map be used. |
| Myron Jones | Pacific Gas and Electric, Gas Resources Department Comments: He wished to underscore P.G.&E.'s continued interest in energy recovery from solid and municipal wastes. P.G.&E. feels the Union Carbide System (Purox) is the most advanced and economically feasible process available today. |
| Barbara Shockley | Interest citizen Comments: Questioned the need for a separate board or commission for enforcement. She stated that the County definitely had a need for a solid waste management plan which would take care of illegal dumping along the shoreline. |
| Gilbert Shepard | Resident of Hayward Comments: He did not think that the financial estimates of system costs included the prices for reclaimed materials. |
| Phyllis Fish | Resident of Oakland Comments: The most inefficient thing the public does is to create garbage in the household and to indiscriminately mix waste in the garbage can. |
| Edith Lewis | Hayward Area League of Women Voters Comments: The league supports any project that incorporates recovery of valuable resource, composting, and the generation of energy. The adopted Plan should permit ownership and operation of solid waste systems either by communities or by regional authorities. They endorse the separation of implementation from enforcement. No long-term commitment should be approved by Alameda County until a plan for solid waste management is finally adopted. |
| Louisa Jaskulski | Resident of Oakland, Member of Political Action Coalition for the Environment (PACE) Comments: PACE's statement consisted of a critical commentary on elements contained in the Report and a set of four policy recommendations. The commentary focused on methods of source control, methods of collection and materials recovery, methods of conversion of wastes into materials and energy, and criteria for comparing alternate approaches. The policy recommendations include PACE's support of the 'no major long-term commitment' clause, more emphasis needed on methods of |

source reduction, final implementation should await results of regional planning efforts, and a single agency approach to plan administration.

Audrey Albers Mulford Gardens Improvement Association
Comments: Objected to references in the plan to Oakland Scavenger Company's proposed transfer station at Davis Street. She felt this is in direct conflict with the City of San Leandro's General Plan which shows this area for recreation, and also with the Alameda County Open Space Element which also shows this area for recreation.

October 2, 1975

No public testimony offered.

October 27, 1975

Individual

Agency

Louisa Jaskulski Political Action Coalition for the Environment
Comments: The Solid Waste Management Planning Committee of PACE has taken a position on three aspects of the Plan--no major long-term commitment; joint powers agreement and board; and source reduction, recycling, and collection innovations. She urged the Commission to approve the 1980 C and 1990 C plan alternatives with two conditions: (1) every effort be made to reduce the amount of material entering the solid waste stream, and (2) local governments should retain option to allocate their solid wastes for composting or power generation.

John Corley Oakland Scavenger Company
Comments: We have spent an inordinate amount of taxpayer's money and the time of Oakland Scavenger and the industry in producing this massive plan, and it does not accomplish that much for the County of Alameda. County Counsel should give a legal interpretation of what SB-5 requires. Much of the information seen in the Draft Plan is found in the Oakland Scavenger Plan. Oakland Scavenger is saying their plan is a part of the Countywide Plan, and they have a few basic objections to the Countywide Plan. They do not like the portion which calls for no major long-term commitment either to public or private enterprise being made until adequate study is made. They are also concerned about the Agency proposed under the Plan and the suggestion that money will come from franchise fees.

Audrey Albers Mulford Gardens Improvement Association
Comments: She would endorse the recommendation that there be no major long-term commitments. There are other solutions which should be studied before the County commits themselves to Oakland Scavenger's long-term project. Solid waste collection is a public utility and should have a regulatory agency.

November 10, 1975

Individual

Agency

John Corley

Oakland Scavenger Company

Comments: The "no long-term commitment" statement is telling the cities not to give Oakland Scavenger a long-term contract so they (OSC) can take the tremendous expense that they face and have it amortized over a long period of time in rates. The people in the best position to make the study are the ones directly responsible to the users, and that is the cities; they have done this by the Price Waterhouse Study. The cities are getting the best rates possible; the suggestion is that they are not capable of doing this and let someone else do it. The Company is concerned that the Planning Commission have an opportunity to contribute input to the Plan.

RESOLUTIONS RECEIVED FROM CITIES IN
ALAMEDA COUNTY AS OF NOVEMBER 25, 1975

CONDITIONAL APPROVAL OF CITY COUNCIL OF THE CITY
OF ALAMEDA COUNTY-WIDE SOLID WASTE MANAGEMENT
PLAN

WHEREAS, the Nejedly-Z'berg-Dills Solid Waste Management and Resource Recovery Act of 1972 (the Act) requires each county in cooperation with the affected local jurisdictions to prepare a comprehensive coordinated solid waste management plan; and

WHEREAS, this City has participated in the preparation of a solid waste management plan for Alameda County through its elected officials (Mayors Conference and Board of Supervisors) and staff for over two and one-half years; and

WHEREAS, the City of Alameda recognizes the need for coordination and planning of future solid waste management activities locally and regionally (or on a County-wide basis) in accord with the Act; and

WHEREAS, participation in a joint effort for short, mid and long range solid waste management planning will be for the express purpose of enhancing the existing system and deriving optimum benefits from recoverable materials (and energy); and

WHEREAS, the Alameda County Solid Waste Management Plan Advisory Committee has prepared a draft of the Solid Waste Management Plan for Alameda County in conformance with the Act and State policy for concurrence by this City and on August 18, 1975 submitted said plan to this Council for approval; and

WHEREAS, this Council did hold public hearings on Oct. 7, 1975, at which time all interested persons were heard by the City Council,

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Alameda have reviewed said plan and hereby conditionally approve, with the following reservations, the fundamental principles and objectives of the plan, namely the socially and environmentally acceptable disposal of solid waste, and a high degree of reclamation of resources and energy therefrom:

1. That the City of Alameda retain the right to dispose of, or utilize, its solid waste to its best advantage.
2. That Alameda retain the right to use solid waste available from some other entities in Alameda County, as an addition to its own solid waste resources, subject to mutual agreement with each such entity.
3. That Alameda retain the right to negotiate with entities outside of Alameda County to use solid waste from such sources to further augment any supply it might otherwise have.

* * * * *

I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly introduced and adopted by the Council of the City of Alameda in regular meeting assembled on the 7th day of October, 1975, by the following vote, to wit:

AYES: Councilmen Beckam, Diament, Hurwitz, Sherratt
and President Corica, (5).

NOES: None.

ABSENT: None.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of said City this 8th day of October, 1975.



City Clerk of the City of Alameda



City of Albany

1000 SAN PABLO AVE. • ALBANY, CALIF. 94706 • TELEPHONE 526-6116

OFFICE OF THE CITY CLERK

November 12, 1975

RECEIVED
NOV 1 1975

Alameda County Planning Department
399 Elmhurst Street
Hayward, CA 94544

ALAMEDA COUNTY
PLANNING DEPARTMENT

Attention: Mr. William Fraley

Gentlemen:

The Albany City Council has held two public hearings involving the draft County Solid Waste Management Plan. Monday evening by motion, the Council took action approving the plan in principle. It is their understanding that with some modifications this draft will be returned to them on or about the 24th of November, and they will have approximately one month in which to review in modified form and report back to you prior to December 24, 1975.

I hope this information presented on behalf of the Albany City Council, as their official action thus far, will be adequate for your purposes.

Very truly yours,


JACQUELINE L. MILNE
DEPUTY CITY CLERK

jlm

RECEIVED

NOV 10 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

IN THE CITY COUNCIL OF THE CITY OF LIVERMORE

STATE OF CALIFORNIA

RESOLUTION NO. 222-75

A RESOLUTION APPROVING THE ALAMEDA
COUNTY SOLID WASTE MANAGEMENT PLAN

WHEREAS, the Nejedly-Z'berg-Dills Solid Waste Management and Resource Recovery Act of 1972 (The Act) requires each county in cooperation with affected local jurisdictions to prepare a comprehensive, coordinated solid waste management plan; and

WHEREAS, this city has participated in the preparation of the Solid Waste Management Plan for Alameda County through its elected officials (Mayor's Conference and Board of Supervisors) and staff over two and one-half years; and

WHEREAS, the City of Livermore recognizes the need for coordination and planning of future solid waste management activities locally and regionally in accord with the Act (or on a countywide basis); and

WHEREAS, participation in a joint effort for short-, mid-, and long-range solid waste management planning will be for the express purpose of enhancing the existing system and deriving optimum benefits from recoverable materials (and energy); and

WHEREAS, the Alameda County Solid Waste Management Plan Advisory Committee has prepared a draft of the Solid Waste Management Plan for Alameda County in conformance with the Act and State Policy for concurrence by this city and on August 18, 1975, submitted said Plan to this Council for approval; and

WHEREAS, this Council did hold public hearings on September 22 and November 3, 1975, at which time all interested persons were heard by this city council:

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Livermore has reviewed said Plan and hereby concurs in the principles and objectives of the Plan;

BE IT FURTHER RESOLVED that the City Council of the City of Livermore requests specifically that adequate attention be given to any fill project in county areas located in or near municipal jurisdictions;

BE IT FURTHER RESOLVED that the City Clerk is directed to forward a certified copy of this resolution to the Alameda County Board of Supervisors.

APPROVED AS TO FORM:

Paul J. Hiza
City Attorney

On motion of Councilmember Miller, seconded by Councilmember Tirsell, the foregoing Resolution was passed and adopted this 3rd day of November, 1975, by the following vote:

AYES: COUNCILMEMBERS Miller, Staley, Turner, Tirsell, Mayor Futch

NOES: None

ABSENT: None

/s/ ARCHER H. FUTCH
Mayor, City of Livermore, California

ATTEST:

/s/ DOROTHY J. HOCK
City Clerk

November 10, 1975

Alameda County Planning Commission
339 Elmhurst Street
Hayward, California 94544

Attention: Mr. William Fraley
Planning Director

RECEIVED
NOV 20 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

Dear Commissioners:

As requested in your letter dated October 16, 1975, the Newark City Council has reviewed the draft of the Alameda County Solid Waste Management Plan forwarded with that letter. In its present form, the Newark City Council disapproves the principles and objectives of that plan for the following reasons:

1. The organizational structure envisioned in a joint powers authority and delegation of regulatory functions to the County Health Care Services Agency are unworkable. Neither organization would have real enforcement authority within a City's corporate limits without the voluntary submission of the City Council involved. This means that any time there is a contrary position the City Council may withdraw from the arrangement; thus, in effect vetoing actions of the agency.

The City does recognize the value of a coordinated effort in the modernization of ordinances. The Newark City Council welcomes any input by the County Health Services Agency or County Planning Department as to changes which might be appropriate in its regulation of solid waste control. We agree entirely with the development of local standards and regulations to accomplish this.

The plan's provision for local jurisdictions maintaining responsibility for collection services and franchising of collection services is appropriate.

2. The Council takes exception to the inference that ownership of all solid waste disposal facilities and the operation of the facilities should be in public ownership. We believe that private industry as



well as public ownership should be considered in any decision for provision of these facilities. That the decision should be made on the most efficient mechanism for realizing the provision for and operation of the facility.

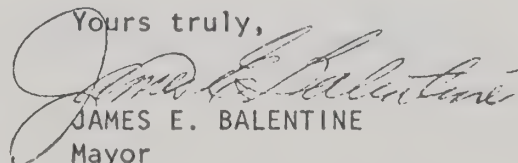
The Newark City Council disagrees with the Solid Waste Management Committee's recommendation that no major long-term commitment either to private or public enterprise be made until additional studies, et cetera, are completed. Pressing needs within the County as well as substantial expenditures for studies already underway justify proceeding with the necessary commitments to provide financing to implement facilities.

3. The Newark City Council feels the goals of a 67% combined resource and energy recovery by 1980 and 92% by 1990 are totally unrealistic. We believe that these goals should be revised to reflect what can actually be anticipated for accomplishment by the dates cited. It is noted that these percentages are substantially higher than those cited in the State guidelines.
4. The Newark City Council has consistently supported a State approach to litter control. We believe that control of litter through restrictions of non-returnable containers is only feasible at a State level.
5. The Newark City Council disagrees with the inclusion of all cities in the uniformed audit procedures and model agreements effort. This effort was undertaken to the advantages of the cities involved at their own volition. Those cities which chose not to become involved should not be required to participate. This requirement should be dropped from the Solid Waste Management Plan since it has no relationship to the effectuation of the physical collection transport or disposal of solid waste within the County.
6. The Newark City Council recognizes the need for regional coordination of solid waste planning. As a member of the Association of Bay Area Governments, this Council will participate in the review of coordination problems in solid waste management throughout the Bay Area.

The Newark City Council will cooperate in public information programs aimed at improving solid waste management and heightening public awareness to the need for the control of solid waste creation.

The three-year frequency in reviewing solid waste planning seems too frequent given the magnitude of the policies and capital investment involved in solid waste operations. Commitments are normally of long-term duration due to capitalization of the equipment involved; thus, there will be slight variations in a three-year period and a longer interval would be more realistic.

Yours truly,



JAMES E. BALENTINE
Mayor

JEB:tt

CITY OF OAKLAND



CITY HALL • 14TH AND WASHINGTON STREETS • OAKLAND, CALIFORNIA 94612

Office of the City Manager
Cecil S. Riley
City Manager

November 26, 1975

RECEIVED
1975

Alameda County Solid Waste Management
Advisory Committee
c/o Alameda County Planning Department
399 Elmhurst Street
Hayward, CA 94544

ALAMEDA COUNTY
PLANNING DEPARTMENT

Attention: Dr. Hiram Wolch, Chairman

Gentlemen:

On November 25, 1975 the City of Oakland City Council reviewed its motion of November 18, 1975 regarding the "Solid Waste Management Plan and Draft Environmental Impact Report" for Alameda County, and by motion, decided to alter its recommended modifications. The suggested changes recommended by the City Council are as follows:

1. That the powers to be given to the county administering agencies be spelled out in detail in mutual agreement with the thirteen cities of Alameda County.
2. That there be recognition of the need to resolve short-range disposal requirements without delay.
3. Retention by local agencies, cities and special districts of determination of level of service, rate setting determinations and franchise fee requirements.
4. Establishment through the joint powers agreement of mutual control of powers for coordinated effort with respect to staff needs and expenditures.
5. Retention of the County Health Agency as the requirement enforcement arm without other layers of policymakers.
6. Recognition of the existing Joint Refuse Rate Determination Committee within the plan.

11/26/75

7. That the Solid Waste Management Board should be made up of elected officials. Oakland should be represented on the Board in relationship to its population, and its representatives should be directly selected by Oakland's Mayor and City Council. As an alternative, the East Bay Municipal Utility District (EBMUD) should be considered for designation as the Board.
8. That EBMUD should be considered as a potential agency to plan, design, finance and build the recycling facility called for by the plan.

The action of the City Council to date is not final. Formal approval of the plan will come in the form of a Council resolution following submission of the final draft.

Sincerely,



CECIL S. RILEY

CITY OF PIEDMONT
CALIFORNIA

CITY COUNCIL
ANTHONY H. LOUGHRIAN
PRESIDENT AND EX OFFICIO MAYOR

RUPERT H. RICKSEN
VICE PRESIDENT

ARTHUR H. FLEGAL
CLARK GALLOWAY, JR.
CONNIE SHAPIRO

CITY ADMINISTRATOR
GEORGE W. GARDNER, JR.



November 17, 1975

RECEIVED
NOV 17 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

Mr. William Fraley
Planning Director
Alameda County Planning Department
399 Elmhurst Street
Hayward, California 94544

Dear Mr. Fraley:

Enclosed for your information is a copy of Resolution 155-75
concerning the Solid Waste Management Plan for Alameda County.

Hope that this will be of assistance to you.

Sincerely,

George W. Gardner, Jr.
George W. Gardner, Jr.
City Administrator

GWGjr:pr

Enclosure

RESOLUTION 155-75

A RESOLUTION BY THE CITY COUNCIL OF THE CITY OF PIEDMONT APPROVING IN GENERAL THE SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY.

RESOLVED: That the City of Piedmont approves in general the Solid Waste Management Plan for Alameda County dated August 1975, with the following requests and/or admonitions:

1. The setting of rates and other franchise negotiations shall continue to be negotiated at the local level so that cities do not lose this authority.
2. Form no new agencies or commissions until it has been proven beyond doubt that existing County personnel cannot handle the work.
3. Attempt to coordinate the solid waste program into the existing and appropriate county agencies such as Public Works, Public Health, and Sheriff's Department.
4. Provide sufficient contracts to the private enterprise organizations which are presently handling this service so that they may proceed with the acquisition of facilities that is necessary if this problem is to be handled adequately and to avert an overwhelming problem.
5. Do not enter into any contracts so binding that worthwhile projects such as ABAG's Delta Resource Recovery Program is jeopardized.
6. Remove the suggestion that the State should return a portion of tax revenues derived from solid waste management to the local communities.
7. Remove the suggestion that the prohibitions against the manufacture or sale of single use products be conducted on the local level.
8. Remove the franchise return fee to be allocated to joint city-county agency to off-set expense of plan implementation.

PASSED AND ADOPTED by the Council of the City of Piedmont at an adjourned regular meeting held on November 11, 1975 by the following vote:

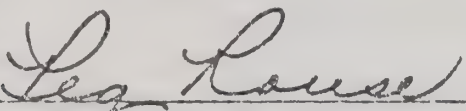
AYES: Mayor Loughran, Vice Mayor Ricksen, Councilman Flegal

NOES: None

ABSENT: Councilman Galloway, Councilwoman Shapiro

I certify that this is a full, true and correct copy of the original document which is on file in my office, and that it was passed and adopted by the City Council of the City of Piedmont on the date shown.

Attest: November 13, 1975

By: 
Peg Rouse, Deputy City Clerk

CITY OF PLEASANTON

AREA CODE 415 646-3202

200 BERNAL AVENUE, PLEASANTON, CALIFORNIA 94566

RECEIVED
NOV 4 1975

October 29, 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

Mr. William Fraley
Alameda County Planning Department
399 Elmhurst Street
Hayward, California

Dear Bill:

The City Council, at their meeting of October 28, 1975, after due public consideration, adopted the attached resolution related to the proposed Solid Waste Management Plan.

If you have any questions on this matter please contact John Bowling, our Director of Housing and Community Development.

Sincerely,

Bill

William H. Edgar,
City Manager

WHE:dg

cc: .

cc: Loren Enoch
John D. Murphy

CITY COUNCIL
CITY OF PLEASANTON
COUNTY OF ALAMEDA
STATE OF CALIFORNIA

RESOLUTION NO. 75-230

A RESOLUTION REGARDING THE PRELIMINARY COUNTY SOLID
WASTE MANAGEMENT PLAN AND EIR

WHEREAS, the Nejedly-Z'Berg-Dills Solid Waste Management and Resource Recovery Act of 1972 (G.C. §66700) requires each County in cooperation with affected local jurisdictions to prepare a comprehensive, coordinated solid waste management plan; and

WHEREAS, the Alameda County Solid Waste Management Plan Advisory Committee has prepared a draft of the Solid Waste Management Plan for Alameda County in conformance with the above Act and State policy for concurrence by the City of Pleasanton; and

WHEREAS, on August 18, 1975, said committee submitted said draft plan and draft EIR to this Council for preliminary approval and/or comments; and

WHEREAS, this Council reviewed said draft plan and draft EIR on October 13, 1975 and did hold a public hearing on October 28, 1975, at which time all interested persons were heard by this Council; and

WHEREAS, the County of Alameda is desirous of receiving City input prior to the preparation of a final Solid Waste Management Plan, which will be subject to cities approval at a later date;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF PLEASANTON DOES
RESOLVE AS FOLLOWS:

Section 1. The City Council of the City of Pleasanton concurs in
the principles and objectives of said plan subject to
the recommendations more specifically set forth in
Exhibit A, attached hereto and incorporated herein by
reference, and which are summarized as follows:

- (a) that the "Q" designation on the Environmental
constraints Map be changed to reflect the environ-
mental qualities of the area;
- (b) That "Landfill Sites - Policies" #1 (Page VIII-2 of
the draft Plan) be clarified to read as follows:

"1. Land is a valuable natural resource. Only
lands designated in the Solid Waste Plan and
in the General Plan as being suitable for a
disposal site according to the Solid Waste
Plan's preliminary criteria should be con-
sidered as sites and these must be subjected
to a critical review before approval as a
site."

- (c) That a policy statement be added to "Landfill Sites-
Policies" precisely that gravel quarries within the
Amador-Livermore Valley are not suitable for use as dis-
posal sites;
- (d) That a policy be added to "Landfill Sites - Policies"
that landfill sites be located only in areas where
possible failure of artificial barriers containing
the solid waste would not degrade a municipal water
supply;

- (e) That a policy be added to "Landfill Sites - Policies" be located outside cities' spheres of influence;
- (f) That a policy be added to "Policy Recommendation - Funding and Financing" (pg. VIII-18 of the draft plan) that those areas served by a solid waste facility should carry the burden of its financing;
- (g) That the task of determining the appropriate location of landfill sites be added to "Management/ Operations (pg.VIII-27);
- (h) That the Administration and Management functions be carried out with existing County or State staff and that new positions be limited to two positions, those of a coordinator and possibly an Administrator to the Solid Waste Management Board.

Section 2. The draft EIR is inadequate in that it does not sufficiently explore the environmental character of those areas designated as quarry lands within the County of Alameda (See Exhibit A for a further analysis).

Section 3. The City Clerk is directed to forward a certified copy of this resolution to the Alameda County Board of Supervisors.

Section 4. The City Clerk is directed to forward a copy of this Resolution to the other cities and districts in Alameda County and request their support in bringing about the recommended changes prior to the completion of the final Solid Waste Management Plan.

Section 5. This Resolution shall become effective immediately
upon its passage and adoption.

Dated: October 28, 1975


EDWARD J. KINNEY, Mayor

Attest:


William H. Edgar, City Clerk
By Doris George, Deputy

Approved as to Form:


Kenneth C. Scheidig
City Attorney

MEMORANDUM

October 7, 1975

TO: Honorable Mayor and Members of the City Council
FROM: Director of Planning
SUBJECT: Comments on Solid Waste Management Plan and Draft EIR

Environmental Factors - Sanitary Landfills

There are several short-comings with respect to the Draft Plan's environmental analysis of landfill sites. The first has to do with the synthesis of the various environmental factors into a generalized "environmental constraints" map; the second concerns the lack of any consideration toward the degree of risk should environmental degradation unexpectedly occur; the third concerns the location of sites vis a vis other uses.

1. "Environmental Constraints" Map. The map used in the Draft Plan is the same as the "Selected Physical Information for Alameda County, California" map. Adopting this map for purposes of the Draft Plan introduces the designation of "Q," or quarry land, while nowhere does the Draft Plan's environmental analysis consider quarries as different from other land. If land on the map is designated "Q," analysis of that land for sanitary landfill purposes should be undertaken. Otherwise, the land should be designated according to its environmental factors.

Because of the continuing proposals to utilize played-out gravel quarries as landfill sites, a generalized environmental discussion of these proposals should have been undertaken as part of the Draft Plan and EIR. Pleasanton applauds the recommendation that each proposed solid waste facility be subjected to the EIR process but feels that a generalized analysis and recommendation with respect to the gravel quarries in the Amador-Livermore Valley should be contained in the Management Plan.

While the "Q" designation in the Amador-Livermore Valley does not show the existence of any environmental constraints, a cursory analysis shows these sites would receive an "unsuitable" rating according to the preliminary suitability evaluation in the following areas: (1) partially within flood-prone areas; (2) partially within 1,000 feet of a water-supply stream (Arroyo del Valle surface water feeds the Niles Cone water supply of the A.C.W.D.); (3) partially within 500 feet of a lake utilized for recreation (Shadow Cliffs); (4) within 1,000 feet of a major groundwater basin recharge area; (5) bottom surface below the ground water level; (6) soil permeability of greater than 2 inches per hour; (7) located in an area underlain by unconsolidated deposits and susceptible to severe shaking; and (8) arti-

ficial lining to prevent vertical and lateral hydraulic migration of leachate would create an impermeable deposit near the land surface.

Since no mention of any of these factors being present in the "Q" designated areas within the Amador-Livermore Valley is made in the Draft Plan, that Draft Plan's environmental constraints section is inadequate. And, since the Draft EIR adopts the Plan's environmental analysis, it too is inadequate.

For the above reasons alone, Pleasanton is opposed to any landfill operations undertaken in the quarry areas of the Amador-Livermore Valley.

2. Landfill Standards - The adopted standards for sanitary landfills of each type allows for artificial barriers to be used to contain the leachate. Pleasanton recognizes that these standards must be general and recognizes that artificial barriers can be used effectively with landfill operations. Nonetheless, no artificial barrier can be said to be completely free from possible failure and, thus, Pleasanton feels some standard dealing with the magnitude of environmental damage due to failure of artificial barriers be incorporated into the standards for locating sanitary landfills. Pleasanton sees a significant difference between the degree of environmental harm if failure causes degradation of groundwater used solely for irrigation or if failure causes degradation of a municipal water supply.
3. Location of Sites vis a vis Other Uses - The Draft Plan calls for the protection of potential sites from encroachment of incompatible land uses. Pleasanton feels that in addition, the Draft Plan should include a statement of policy which would protect other uses from the encroachment of sanitary landfill operations. Since Alameda County's LAFCO sets what it feels are the ultimate boundaries of urbanization for a City, Pleasanton feels that if landfills are kept outside these boundaries, there should be little chance of incompatible land uses.

Recommended Changes

In order to include the above considerations in the Draft Plan, Pleasanton recommends the following changes be made to the Draft Solid Waste Management Plan:

- (1) Change the "Q" designation on the map to reflect the actual environmental qualities of the area. For those "Q" areas located within the Amador-Livermore Valley, these areas should reflect the environmental considerations listed earlier which make these sites "unsuitable" according to the preliminary suitability evaluation considerations. Only then can "Landfill Sites-Policies" #1, pg. VIII-2 refer to these sites.

AND, clarify "Landfill Sites-Policies" #1, pg. VIII-2, as follows:

"1. Land is a valuable natural resource. Only lands designated in the Solid Waste Plan and in the General Plan as being suitable for a disposal site according to the Solid Waste Plan's preliminary criteria should be considered as sites and and these must be subjected to a critical review before approval as a site."

OR,

add a policy statement stating precisely that those areas designated "Q" within the Amador-Livermore Valley are not suitable for use as disposal sites.

- (2) Add as a policy on pg. VIII-2 that landfill sites be located only in areas where possible degradation would not affect a municipal water supply.
- (3) Add as a policy on pg. VIII-2 that future landfill sites be located outside cities' spheres of influence.

Finance

Although not set forth as a policy, language in the plan refers to solid waste as a county-wide problem. The public financing methods proposed contain no mention of whether the costs borne are to be county-wide or allocated to those areas served by the facility. Because Pleasanton may not be able to utilize the resource-recovery systems proposed until after the year 2000 (in two of the five 1990 schemes Pleasanton is projected to use only landfill disposal), it would seem unreasonable for Pleasanton's residents to have to pay for the recovery systems serving the Bay Plain. Pleasanton feels that methods to reduce disposal should be undertaken and recommends that it too be included in these plans. The valley planning unit is likely to be the site of any major landfill serving the Bay Plan and thus the Valley's residents would suffer the intangible costs of landfilling - the air pollution and noise from the trucks, the odor, the unsightliness, and the potential degradation of its water supply. To pay for the recovery systems it won't be able to use would be inequitable.

Recommended Change

- (1) Add as a policy to "Policy Recommendation - Funding and Financing, pg. VIII-18, a statement that those areas served by a Solid Waste facility should carry the burden of its financing.

Administration

The Draft Plan's Implementation Program, pg. VIII-26, does not contain sufficient definiteness with respect to the Plan's administration. Apparently, three different approaches are being considered at this time: (1) a large commission with equal representation for cities and special districts empowered with a joint exercise of powers agreement; (2) a board appointed by the County Board of Supervisors with similar powers; and (3) a single coordinator for plan management with powers retained by the local jurisdictions. Some decision will be made before the adoption of the Plan and input for this decision may be made here.

Each of the general proposals has both merit and drawbacks. For successful implementation of the Plan, it appears, however, that whichever type of management needs to have the power to act within the sphere of action allotted to the agency without local interference. A board of manageable size is preferable to one with representatives from each city and district - perhaps a plan giving equal regional representation (the four county planning units, for instance) would be preferable. The "coordinator-existing staff" recommendation found on pp. 1-6 and 1-7 appears to be a sound choice and should be incorporated into the implementation program found on pg. VIII-26. (The coordinator position should not have a salary in excess of \$20,000 per year.)

Recommendation

The City Should decide which method affords the best protection for the City's interests and still provide for capable implementation of the plan. That recommendation should be included as a revision to the Plan Administration, pg. VIII-26.

Management/Operations

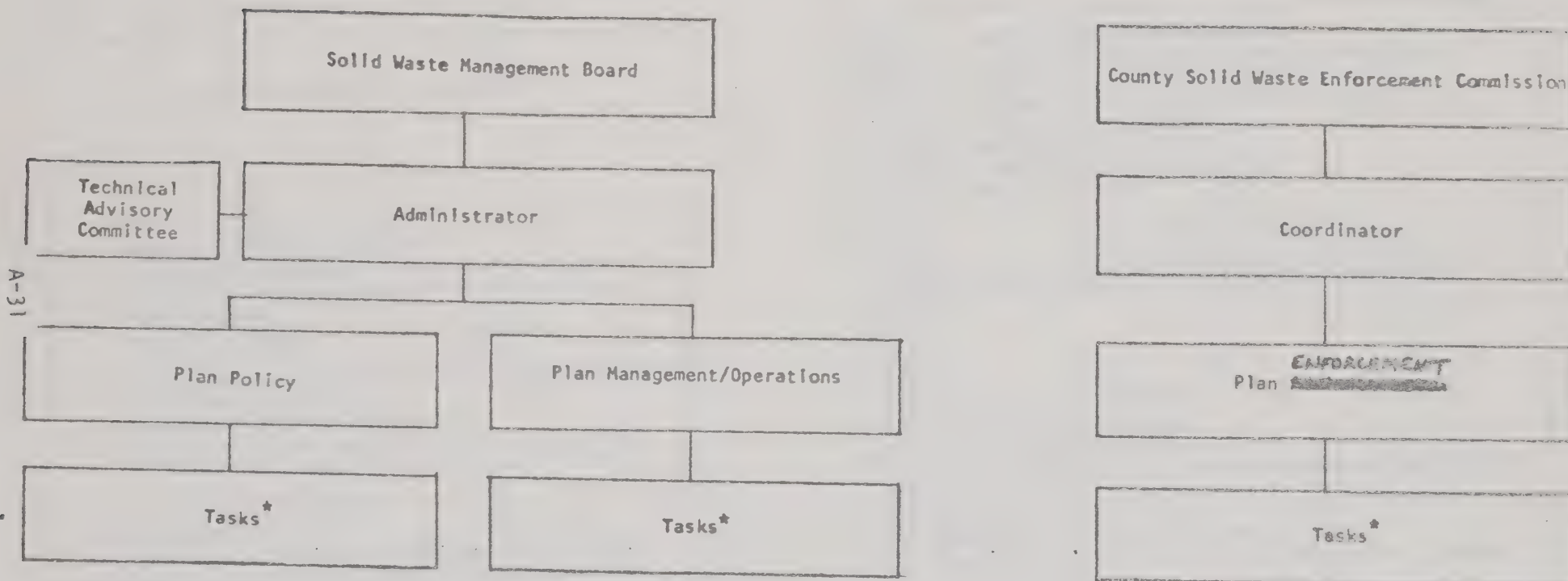
The administrative board/commission should have as a task, in addition to those stated on pg. VIII-27, the determination of appropriate landfill sites using the environmental constraints listed in the Plan and as added to in this report as a guide. Giving this task to the administration board would have this decision made by those fully aware of the Plan's policies and recommendations who could better protect against the proliferation of landfill sites and coordinate transfer stations' locations with landfill locations to attain the most beneficial environmental and economic location.

Recommendation

Add to Management/Operations, pg. VIII-27, the task of determining the appropriate location of landfill sites.

PROPOSED ADMINISTRATIVE AND REGULATORY ORGANIZATION

Prepared by Alameda County Solid Waste Management Plan Advisory Committee, September 18, 1975



*Details of tasks will be presented in a future recommendation.

PRELIMINARY RECOMMENDATION PROPOSED PLAN POLICY, PLAN ADMINISTRATION, AND MANAGEMENT AND OPERATIONS

Prepared by Alameda County Solid Waste Management Plan Advisory Committee, September 18, 1975

Plan Policy

Nine-Member Joint Powers Agency Solid Waste Management Board (4 Planning Units [2] and Board of Sup. [1] selected by cities.

- May operate or contract for collection, processing, resource and energy recovery, or disposal operations on County-wide level.
- Bonding authority.
- Policy, operations, planning and implementation, public information.
- Hire joint powers solid waste management administrator.
- Cities and special districts may contract for collection, processing, and disposal on local level or with public agency.

Plan Management and Operations

Solid Waste Management Administrator

- Funded by fee based on collections.
- Recommends to Board organization of offices and positions.
- Board meetings, budget, salary plan, etc.

ENFORCEMENT

Plan Administration

County Solid Waste Enforcement Commission (5 member)
(Staff Support -- County Health)

- Review of existing County ordinances & regulations and proposed new ones.
- Act as hearing board.

County Solid Waste Enforcement Coordinator

County Health Department

- Employee concerns.
- Financial conditions of unit.
- Coordinate regulation -- Public-Private-Federal.
- Recommendations to Board of Supervisors.
- Enforces laws and ordinances.
- Hired by County with consent of County Solid Waste Enforcement Commission.

OTHER COMMENTS OR STAFF REPORTS RECEIVED
FROM CITIES AND SPECIAL DISTRICTS ON THE
DRAFT SOLID WASTE MANAGEMENT PLAN AS OF
NOVEMBER 25, 1975

CITY OF BERKELEY



CITY MANAGER'S OFFICE
2134 GROVE STREET

BERKELEY, CALIFORNIA

(415) 644-6580
94704

November 14, 1975

RECEIVED
NOV 19 1975

Mr. William E. Carpenter
Chairman
Alameda County Planning Commission
399 Elmhurst Street
Hayward, California 94544

PLANNING DEPARTMENT

Dear Chairman Carpenter:

At its meeting of November 11, 1975, the Berkeley City Council unanimously endorsed the changes in the Preliminary Alameda County Solid Waste Management Plan which was recommended by our Solid Waste Management Commission in the enclosed report. We hope it will be possible for the County Planning staff to revise the draft report to reflect the concerns raised by the City of Berkeley.

The City Council has requested our Solid Waste Management Commission to hold a public hearing on the final plan shortly after it is received. To facilitate public input into the public hearing, it would be extremely desirable if a concise summary of the entire plan - including the recommended policies - could be prepared by the County and be made available in sufficient quantities for some public distribution.

Berkeley supports the cooperative city/county effort which has gone into the development of the preliminary plan. The Council has scheduled action on the final plan for its meeting of January 13, 1976.

Sincerely,

John L. Taylor
City Manager

cc: Members of the Solid
Waste Management Commission

CITY OF BERKELEY



SOLID WASTE MANAGEMENT COMMISSION
2105 GROVE STREET

BERKELEY, CALIFORNIA

(415) 644-6468
94704

FOR COUNCIL ACTION

November 11, 1975

To the Honorable Mayor and
Members of the City Council

Subject: Review of Preliminary Draft, Alameda County Solid Waste
Management Plan

Although the time provided by the County is inadequate for thorough consideration of such an extensive document, the Solid Waste Management Commission presents its comments to date as background information for public hearings to be held and resolutions to be considered regarding the current draft of this plan. There are three major areas of concern on the part of the Commission, with several components to each, discussed below. Following these major issues is a brief discussion of two policy issues strongly dependent on data in the plan that is open to question. Appended to this memorandum are the detailed comments of two Commissioners which provide criticisms of questionable data and further illustrate several issues of varying degrees of magnitude.

To summarize the recommendations of the Commission at this time, the current draft of the County plan is sound in its approach and in attitudes toward coping with the problem of reclaiming valuable waste and disposing efficiently of other waste. It is a very general plan in terms of proposed implementation activities, but the wealth of data and discussion within it makes the plan a good starting point for further effort. The several serious issues discussed below, however, suggest that a qualified endorsement of the plan be made at this time in conformance with the criticisms detailed below.

I. Joint Powers Board. The principal policy-making body recommended in the plan is a board resulting from a joint exercise of powers agreement to be entered into by the County, the cities and special districts. The Plan Advisory Committee has further recommended that this Board be composed of two members from each of the four County Planning Units selected by the cities and one member selected by the Supervisors.

More examination of alternatives is needed in the plan. There are three issues within this one that deserve greater discussion: whether representation

on the policy-making body responsible for solid waste management should be on an area basis (as is the present recommendation); on a population basis (as Berkeley might well desire, being a dense urban area); or on a jurisdictional basis (with each city assigned one vote); whether such a body ought to be composed of persons appointed by other bodies, even if they are elected officials, or of persons directly elected to serve on such a body; and whether responsibility for solid waste management planning and implementation ought to be assigned to a wholly new body or to an existing public agency?

The area vs. population representation issue needs little elaboration. To the extent that residents of the County will have their lives and their pocketbooks affected by the actions of such a body, they may strongly desire equal representation in the decision-making process. This speaks also to the issue of direct election. If the plan implementation agency is analogized to a special district such as EBMUD or Regional Parks, with considerable operational responsibilities and a directly elected board, or to a typical County agency, with responsibilities delegated by the Supervisors and a board appointed by them, or to a joint exercise of powers organization like ABAG, composed of appointed elected officials, the dimensions of this issue can be seen. The degree of representative accountability is central here, given the degree of potential impact on fiscal and environmental affairs. Finally, an existing agency such as EBMUD, with its statutory charter extended to meet new needs, should be considered in the plan as an alternative to a new board because of its existing technical, legal and logistical capabilities. While no existing agency may be ideally suited to the job, such a designation would avoid the cost and effort of creating a new one.

II. Plan Management and Administration. The draft plan recommends that a coordinator be appointed to report to the joint powers board on matters regarding implementation and management of the plan. It also recommends that operational responsibilities be delegated to existing County agencies, with the coordinator to be responsible for assuring the orderly conduct of affairs among these various agencies. This structure is not intended to include enforcement of solid waste management regulations which is to be assigned to another coordinator within the County Health Care Services Agency, under the policy direction of a separate County Solid Waste Enforcement Commission.

More discussion of alternatives is needed. Although the nature and magnitude of the staff effort which will be required to implement the as yet unfinished plan is not yet clear, serious consideration must be given to other organizational means, most obviously the creation of a new, single Solid Waste Management Administration Agency. The idea that existing agencies, created to deal with problems at best tangential to solid waste management, accountable to persons or bodies not directly concerned with this subject, and coordinated by one powerless individual acting on behalf of the joint powers board, can adequately implement this plan seems unrealistic. If there is to be a new Solid Waste Commission at the County level, it will need a responsive, effective and accountable staff to carry out its mandate. To scatter responsibility among various agencies may very likely have the result of crippling effective governmental action from the outset, with the corresponding result that private enterprise may control the County's effort with no direct input from the County's people. The plan includes no discussion of alternative modes of organization for management. Certainly the reasons behind the recommended

structure ought to be clearly spelled out, and moreover reasons supporting alternatives should be made a part of the plan.

III. Alternative resource recovery systems. Although the Commission is in general agreement with the resource and energy recovery goals enunciated in the plan (67% recovery by 1980 and 92% by 1990), more information and consideration of two specific alternative methods is needed. A better discussion of composting and of the Bay Delta Project should be included in the plan. The draft devotes only little more than a page (V-27, 28) to a brief description of the Bay Delta Demonstration Project's composting program, in the form of a publicity release. Although the plan's recommendations provide for further study of composting as a waste management/recovery technique, there is a need for more technical and economic information on this method.

More information and discussion is also needed of source separation.

Commissioner Harrison's comments on this issue, appended, provide substantial detail in elaboration of this point. In the plan, again but one page (V-4) is devoted to this method which, while it relies on the efforts of individual households and businesses, has proven its value in Berkeley to a moderate scale and is capable of achieving higher quality and quantity resource recovery than is possible in the so-called "front-end" systems. It may not prove feasible at a County-wide scale, or even in Berkeley. (The current League of Women Voters demonstration project in conjunction with the Commission will evaluate such feasibility.) But it deserves more serious consideration than it has been given, especially because its cost would be at least an order of magnitude lower than the complex front-end systems evaluated in the plan.

IV. Transfer stations. Part of the solid waste management systems evaluated in the plan is the idea of several transfer stations within the County for the consolidation and processing of waste before shipment to a central processing and disposal facility. At issue is not the desirability of such stations (and in fact the City Council has purchased land and the Solid Waste Management Commission is working on the design of such a station in Berkeley). Rather, the issue is the number and location of stations that will be needed, and the accuracy of cost data for various modes of transport. Pages VI-22 through VI-24 of the plan discuss these costs, and they are at significant variance with the costs embodied in a report prepared for the County by an interdisciplinary student/faculty group at U.C. under the direction of three faculty members, one a present and one a former member of this Commission. In Solid Waste Management Alternatives for Alameda County, (June 1974) pages 13-15 discuss the economics of transfer stations and implications for siting. The variation in cost data calls into question the County plan in this area and suggests the need for further examination and validation.

V. Volume of Resources Recovered. Another element of the front-end system proposed for the County is the economic value and the quantitative relief from the waste stream of resources recovered from solid waste. Projections on pages V-50, 51 of the plan are subject to challenge on the basis of a footnote to the first of the tables on those pages which states that "Municipal fraction is assumed to be half of the total generation." With no further substantiation of this assumption, the estimated waste generation in the County is suddenly discounted by 50% for the purpose of estimating the volume and value of materials recoverable from such waste. Certainly, firmer statistics are needed to substantiate the degree of economic reasibility of the system, which may be considerably greater than the present plan indicates.

APPENDIX A

A. Projected Rate of Increase in Refuse

The plan projects a 1% increase in refuse generation per capita annually. While this rate of increase is conservative from the point of view of planning for the maximum amount, it is radical from the point of view of projected revenue from resource recovery. It is entirely possible that the per capita generation of refuse will decrease. This has happened in a number of communities across the country in the last few years, including Berkeley. Berkeley's per capita generation, based on the amount of refuse going into the Berkeley Landfill, is 3.76 pounds per capita (p. 12 "Development of a Solid Waste Processing-Transfer Station in the City of Berkeley," Peter Y. Chiu, June 6, 1975, prepared for the Berkeley Solid Waste Management Commission) compared with the 5 pounds per capita figure used in the report for the County as a whole. The implication of a possible lower generation rate should be fully explored in terms of potential resource recovery and system capacity.

B. Source Separation

Source separation is not properly considered both as an alternative to capital-intensive, mechanical resource recovery systems, or in terms of the impact on other systems. Source separation and separate collection systems (which rely on the householder to separate recyclable material and then collect these materials segregated from the rest of the refuse) have these advantages over the front-end resource recovery systems detailed in the draft plan:

1. It is a tested method; there are over 25 communities across the country where comprehensive separate collection systems are working. Locally, Berkeley has had a once-a-month collection of newspapers door to door for 2-1/2 years, and has a pilot program to collect cans, glass and newspapers operating weekly in three parts of the city. Modesto has collected glass, cans and newspapers throughout the city every week for over a year, and the program is virtually self-supporting. In Marin a pickup of glass, cans, newspapers and MIXED PAPER will start next month. The inclusion of mixed paper will greatly increase the proportion of material diverted from landfill and recycled. On the other hand, most front-end systems which handle more than iron are still in the demonstration or pilot stage.
2. Separate collection systems are labor-intensive and create low skill jobs which are badly needed in this county. The low capitalization would permit their rapid expansion throughout the county in areas suited to this approach.
3. Source separation with separate collection or recycling centers are educational and promote source reduction.
4. Mechanical front-end systems are currently only effective in removing iron and a low grade of glass from mixed refuse. Effective separation of clean, color-sorted glass and ferrous metals are still in the pilot or demonstration phase, and once contaminated with garbage, the paper obtained from front-end recovery systems is of such a low grade that

there is a very limited market for it in this area. Based on a study of on-going separate collection programs, a comparison is attached which shows the amount of revenue which might be obtained with a county-wide separate collection system and the estimates for resource recovery from front-end systems given in Table V-7, page V-51, of the plan. A 50% participation is assumed, current conservative market prices for source-separated material are applied, and the same conservative assumption is made that half of the County's generated waste is from municipal sources, and that there would be no resource recovery from the balance.

Additional material and revenue could be obtained from the addition of mixed waste paper, magazines and high grade office paper to the list of items collected.

The high potential indicated by these estimates shows that much more attention should be given to this method of resource recovery than has been included in the present plan.

C. Industrial and Commercial Wastes

Although the plan points out (Table II-5, page II-14) that residential refuse makes up only 35% of the waste in the county, little attention has been directed toward other types of waste and the potential for resource recovery. Commercial waste makes up 43% and has a high percentage of paper in it. (Page II-17 indicates that there are 625 metal fabrication firms in the county.) The county should look for ways of stimulating resource recovery from this portion of the waste stream. Materials are usually available in larger volume and in greater purity from each source than residential waste. Perhaps incentives could be provided for those firms who recycle this material.

D. Source Separation of Office Wastes and Corrugated Container Waste by Governmental Agencies

Recently the Environmental Protection Agency published proposed "Solid Waste Management Guidelines for Source Separation" (Federal Register, Vol. 40, No. 181, September 17, 1975). Included in these guidelines are excellent programs for recycling office and corrugated paper waste through source separation. These guidelines for Federal Agencies should be adopted by the county for all governmental agencies within the county where the county has the power to impose them.

E. Corrections in Data in Plan

Page V-35. Berkeley has separate collection of newspapers that has been in operation 2-1/2 years, and a pilot program for pickup of glass, cans and newspapers.

Page VI-68. While 7-1/2% of the newsprint made in the United States is made from old newspapers, 19% of the newsprint used is recycled into ALL grades of paper. (Paper, paperboard, and woodpulp capacity, 1970-73. American Paper Institute, 1971, as reprinted in EPA's "Second Annual Report to Congress Resource Recovery and Source Reduction," Table 34, 1974.)

Terry Harrison
Commissioner

Appendix AMechanical Resource Recovery EstimatesFrom Table V-7 and Table V-5

| Material | Total Generation Tons/Year | Recoverable Tons/Year | Value \$ Ton | Value \$ Million |
|-------------------------|----------------------------------|--------------------------|-----------------|---------------------|
| Ferrous Metal | 43,300 | 41,200 | 10 | \$0.41 |
| Nonferrous Metal | 5,420 | 3,790 | 300 | 1.14 |
| Glass | 54,200 | 34,700 | 8 | 0.27 |
| Newspapers | 48,800 | 4,880 | 1 | 0.05 |
| Corrugated Cardboard | 119,200 | 11,920 | 1 | 0.12 |
| Total | 270,900 | 96,400 | | \$1.99 |

Potential Resource RecoveryEstimated Through Separate Collection

| Recoverable Tons/Year | Value \$ Ton | Value \$ Million |
|--------------------------|-----------------|---------------------|
| 10,900 | 20 | \$0.22 |
| 2,700 | 300 | 0.81 |
| 27,100 | 22 | 0.60 |
| 24,400 | 16 | 0.39 |
| 59,600 | 20 | 1.19 |
| 124,700 | | \$3.21 |

APPENDIX B

The Solid Waste Management Plan for Alameda County is a useful document. It establishes sound and comprehensive guide lines for reworking the current system of waste management, defines the possible alternative methods and systems for managing wastes, and gives a modest push toward turning the plan into action by recommending an agency whose job it is to act. Since so much material had to be assembled, organized, and agreed upon in a relatively short time, it is not surprising to find a number of internal inconsistencies. The following comments are essentially limited to the internal coherence or logic of the document.

The categories of criticism in the suggested revisions are style, consistency, factual error, possible error, information omitted, and material omitted and are indicated by initials in the text. They are not a fundamental criticism but only point out (usually minor) ways in which the plan has failed to do what it sets out to do in presenting a topic. The more important points are starred.

The Bay Delta Project, for example, is included in some of the lists of alternative systems and excluded from others. The account in the plan of that system or of the method on which it is based, composting, is much weaker than the account of other systems or methods. These discrepancies should be rectified.

These suggested revisions do not add to or change the policy of the plan or the plan's structure in any way. In one case the revisions do suggest altering a finding. The figures for the waste generated in the City of Berkeley, and the economics of its collection rates and costs are apparently inaccurate.

Although it is beyond the scope of this criticism, I strongly suggest revising the summaries. They need to be clearer and, in certain respects, to reflect more accurately the substance of the plan.

Page I-4

Paragraph 3, sentence 1. Reference of pronoun "this" unclear, SUBSTITUTE "alternative 1980-B" for "this" in line 1, and delete "1980-B" in line 2. (S.)

Page I-5

Chart, Alternative Systems. Add 1990 A2 from Section V for consistency. (C.)

Page I-6

Chart, Cost Estimates. Add 1990 A2 from Section V for consistency. Account should be given of how the cost estimates were arrived at. The estimates for 1980 A and B, for example, are very puzzling. The length of time assumed for amortization could make the capital costs vary greatly. Are the amortization periods consistent? (C.)

Page I-8

Delete "as drafted by the Joint Refuse Rate Committee," since the model ordinance as characterized by Jennings Smith will probably prove unacceptable. (F.E.)

Page 11-15

Table, Waste Generation.

Figures for Berkeley are wrong. Last year's calculations show that no more than 60% of material disposed of in Berkeley dumps is generated in Berkeley. Please revise. This will entail revision of a number of other figures in this report.

Similar errors for waste generated in Berkeley - II-32, V-39, and V-40. Accurate figure for municipally collected Berkeley refuse on page II-36 - 37,900 tpy. I suggest adding the information that 40% of refuse disposed of in the Berkeley "landfill" comes from outside Berkeley at the end of the first paragraph on II-51. (F.E.)

Page II-31

Litter: Add to "Information is not available on cost involved with attempts to apprehend or locate violators" the phrase "or on number of attempts." (M.O.)

Page II-48

Paragraph 3. What is the composition of the waste used as "topsoil cover," and what form is it in? (I.O.)

Page II-51

See above.

Page II-57

Paragraph 3, last three sentences. If the areas of concern overlap, this should be mentioned. If they do not, this also should be pointed out. Do the use permits impose conditions involving health and sanitation? (I.O.)

Page II-60

The public collection system of Berkeley also operates on a "task day." When the crews are finished working their routes, they leave. (F.E.)

*Page II-61

An at least partial, or roughly estimated account of comparative collection rates, collection costs, and disposal costs, should be clearly available in this section. Even a full account of only one city, where this information is available, will be extremely helpful to other cities.

Some of the material for the comparison is given in VI-28, 29. There are, however, important errors on the costs of Berkeley's municipal system in this section. In 1974, Berkeley made a profit of nearly \$300,000 from its collection rates (net profit over costs, estimating City overhead at 38%), plus a franchise fee from the "landfill" operator. (Source - verbal communication, R. C. Gazlay, Assistant Director of Public Works, July 1975. Mr. Gazlay should be asked to

Appendix B

supply a written statement. Nowhere in this report do I see the important fact that a municipal system has been making a significant profit (18%) from collection. With imposition of a 25% override in 1974-75 to finance a new transfer station, the net return is greater. (F.E., I.O., M.O.)

Page II-67

Paragraph 2. It is important here to mention that the landfills have been given variances. (I.O.)

*Pages II-49 to 72

It is critically important to mention in this section that the landfills are all filling--and therefore destroying--tidelands, marshes, and canyons. Could be placed with summary discussion on pp II-70, 71, 72.

As it is, this section is totally unrelated to a geophysical description of the county or to environmental parameters. (M.O.)

Page II-69

Paragraph 2, sentence 2. Garbled or a typo. (S.)

Pages II-70, 71, 72

This section would be much more clear and effective if the summary discussion were placed at the beginning. It tells us the principles that the detailed descriptions would then bear out. (S.)

Page II-75

Paragraph 1, re pyrolysis of digested sewage sludge, "It would contribute little to the output" is unnecessarily vague. "There is no net energy gain from the material" is more accurate. (S.)

Paragraph 2. A more accurate characterization of the Bay Delta Project would come from adding "with ultimate expansion to an area-wide system" to the last sentence. *I.O.)

*Page IV-16

Category C. Vegetation/Habitat Modification is the only category that implies or mentions the general social and aesthetic disamenity of placing a "landfill" in formerly pleasant surroundings. It is therefore very important, and should be made clearer and stronger.

Suggested revision:

"In addition, changes on the site or its vicinity might have adverse effects on the following conditions".

- 1) Leave out "proximal".

Appendix B

New Item 6). Greenbelt areas valuable for recreational, panoramic, or agricultural reasons, and a relief from urban and suburban development.

Without the addition of 6), environmental criteria for placing landfills become almost exclusively utilization. Item 6) adduces the simple and cogent reasons for preservation of open space in the Master Plan. (S.)

Page V-1

Paragraph 1, sentence 2. Delete "cost to the consumer." Add "out-of-pocket cost." (S.)

*Page V-2 ff

This series, which includes "collection systems," and "source separation and recycling," should certainly include the topic "source reduction." (M.O.)

Page V-6 ff

The phrase "materials recovery" is not used consistently in this report. Materials recovery as distinguished from energy recovery includes the material of compost or soil amendment. This is the sense in which it is used on pages V-41, 44, 44a and VI-30 (sentences 3 and 4).

On Pages V-6 ff, however, materials recovery means the narrower sense of front-end recovery of materials. When the narrower sense of the term is intended, the proper qualifying term must be added. Here, therefore, "front-end materials recovery" is what is intended and what should be written. Other examples in the text where "materials recovery" should be written "front-end materials recovery" are on Page VI-13 MATERIALS RECOVERY COSTS (FRONT-END), and on Page VI-30, "Systems 1980 A and 1980 C are basically front-end materials and energy recovery systems." (S.)

Page V-13

Paragraph 1. This sentence is very unfair to the Bay Delta Project. Following the sentence there should be a sentence pointing out that this product bypasses the market or finds its market in the public sector. (Example: "The Bay Delta Project proposed for the bay region, however, bypasses the market. The material would be handled and placed by the state and federal governments." (M.O.)

Page V-15

Paragraph 5. All recovered resources compete in the market place except for the compost production of the Bay Delta System, which at this point is concerned as a non-reimbursable public expense.

In Paragraph 2, Page V-16, therefore, the first sentence should also be changed by the insertion of the word "generally" between "must" and "be." (M.O.)

*Page V-27

This page from a publicity flyer is woefully inaccurate as a description or

Appendix B

summary of the composting process. I am sure it is placed here because of the constraint of time, and that it will be replaced by a summary that is in fact "adopted from the Bay Delta Project Report" as indicated in the footnote. Although this is probably the management design most fully worked out for the Bay Area, it is the least fully and specifically described in the Alameda County Solid Waste Management Plan. (M.O.)

Page V-28

The Bay Delta Plan began as a project of SPUR. It is now a project of the Association of Bay Area Governments. (F.E.)

Page V-36

It should be made clear in mentioning the Bay Delta Plan that 1) one aspect is a demonstration project--2) a full scale project for the total area. In 1), the 44.1% residue would indeed be handled at an Oakland Scavenger site. In the full scale project complementary systems would recover as resources a much larger proportion of refuse. (F.E.)

Pages V-39 and V-40

Error in amount of refuse collected in Berkeley (see above for II-51). F.E.)

Page V-44a

As discussed at an Alameda County Solid Waste Management Commission meeting, the figure for percent recovered in this table should be over 90 rather than 65%. (F.E.)

*Page V-55

By the alternatives presented in this report the very important second sentence in paragraph 4 is FLATLY WRONG. A system involving composting, by the figures in this report could also achieve the State SWM Board's goal of 25% reduction in landfill by 1980.

Personally, I think that expanded recycling, suitable on a community level, plus a strong thrust toward source reduction could also result easily in a merely 25% reduction. (F.E.)

*Page VI-2 ff

Here is a list from which composting has been illogically deleted. The list should read "a. Collection; b. Transfer Station; c. Materials recovery (front end); d. Compost recovery; e. Energy recovery."

Part of the problem is again with the term "materials recovery." (C.)

Page VI-19

Since use of the land at the Davis Street site for this purpose is controversial, it would be very helpful to have an estimate of the area required--for the

Appendix B

station and for the power plant--or at least what percentage of the total area requirements is represented by the power plant. (M.O.)

Page VI-29

Sentence 2. As explained in note for II-61, this is an error for the City of Berkeley, since for many years the City has been funding other projects from its collection and disposal system. (F.E.)

Page VI-30

According to data from the Bay Delta consultant, Bay Delta operating costs are very close to energy recovery operating costs. I think therefore that this figure should be checked. Of course, whether or not you count transfer and placement of the compost as operating costs makes a big difference in the Bay Delta proposal. These are not a local operating cost. (P.E.)

Figure VI-3. Berkeley's figures will again be off due to fault in volume estimate, although this should not make a difference in cost per ton figure. Why is there no credit for materials recovery for Berkeley? (P.E.)

Page VI-32

Figure VI 2. Since the Berkeley generation/collection figures are so inaccurate, I assume the figures given for Berkeley annual operating costs should be checked for accuracy. (P.E.)

*Page VI-36

Where is chart for 1990 A2? (C.)

Page VI-31 ff

Wouldn't it be desirable to put the tables which describe the process or systems (V 40 ff) and the tables which describe the costs of those systems adjacent to each other in this report? (S.)

Page VI-46

"c. Materials Recovery (front-end)" (S.)

Page VI-68

NCCEI and the Sierra Club held a seminar on recycled paper in 1972. In addition to assertions by Garden State that in the key aspects of tear strength their product was superior to paper from virgin pulp, no one was able to tell the difference between virgin and recycled newsprint. The criticisms of publishers was on consistency of supply, not on quality. Virgin pulp for newsprint costs \$162 per ton and recycled pulp cost \$153 per ton. I question the statement in this report that wood pulp is usually cheaper and produces a better paper. (P.E.)

*Page VII-13

City Policies and Plans: In 1972 the City of Berkeley appointed a Solid Waste

Appendix B

Management Commission with the express mandate to work out an environmentally sound alternative to the current system of land disposal, and to coordinate this system with regional plans. In 1975 the City Council placed an override on the refuse collection rates in order to develop adequate funds for a new system, and purchased acreage for a transfer station. In 1974-75 the Council commissioned a preliminary systems feasibility for the City. In other words-- Berkeley has definite, well-advanced and well-funded policies and plans. (F.E.)

Page VIII-2

Under Resource Consideration, #2. Delete the second sentence as recommended by Oakland Scavengers, and add to the first sentence, "since it wastes both material resources and land." (S.)

#3, first sentence. "Centralization would facilitate operational control and some opportunities for resource recovery." (C.)

#5. I remember discussing contingency plans, and agreeing that a better phrasing was "to insure...disposal capacity." not to be as specific as land disposal capacity." See VII-26, first task, where it is correctly phrased. (C.)

Page VIII-7

Findings #2 and 3 could be more clearly phrased. (S.)

Page VIII-10

#6 under Legis, "Policies Needed" is badly out of place. It belongs as #2. The ff. wording would be an improvement. New #2: Establish regulations requiring or encouraging the production of containers and certain other manufactured articles in standard size and shape. (S.)

Page VIII-12

Under Findings-Recycling Centers "Source separation provides a cleaner, purer, and often more valuable product." The increase in value is the essential point. (M.O.)

Page VIII-9-21

Again, compost recovery has been illogically omitted from this list of recoverable matter.

Add "Compost Recovery" after "Energy Recovery." Either I, or a member of the Bay Delta Staff would be delighted to elaborate a short list of comments comparable to the comments for the other items. (M.O.)

Page VIII-21

Policy Recommendations, #2. This is a statement with which I heartily agree. It should be backed up somewhere in the report (M.O.)

Page VIII-22

Is Source Generation a typo for Source Separation? Glass should be added to the list as a third item, since clean, color separated glass is economically recyclable. (S., M.O.)

Appendix B

Page VIII-26

Task #11. To list resource recovery and energy recovery is redundant, since energy is a resource. Task should read either just resource recovery, or materials and energy recovery. (S.)

Page VIII-27

Under Resource Recovery - Short Term: Soil alemdment or compost recovery is also being evaluated. (M.O.)

Mid Term: Again this report uses the phrase materials recovery to mean front-end materials recovery. Add qualifying phrase "front'end." (S.)

Add sentence: Empirical study of Bay Delta system will determine feasibility of compost recovery. (M.O.)

Long Range: See note to P. 26. Use either resource recovery or materials and energy recovery. (S.)

Last Task: It is more than likely there will be more than one transfer station. Write as transfer station or stations. (S.)

Ariel Parkinson
President Pro Tem

RESOLUTION NO. 1911

RESOLUTION OF THE DISTRICT BOARD OF THE CASTRO VALLEY SANITARY DISTRICT, ALAMEDA COUNTY, STATE OF CALIFORNIA, STATING THE POSITION OF THE CASTRO VALLEY SANITARY DISTRICT ON THE SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY

WHEREAS, the Alameda County Solid Waste Management Plan Advisory Committee, in compliance with the Solid Waste Management and Resource Recovery Act of 1972, has formulated a preliminary draft Solid Waste Management Plan for Alameda County, and

WHEREAS, the preliminary draft of the Solid Waste Management Plan for Alameda County and the preliminary recommendations of the Solid Waste Management Plan Advisory Committee have been submitted to the District Board of the Castro Valley Sanitary District for its review and comment, and

WHEREAS, the District Board of the Castro Valley Sanitary District has reviewed in detail said Solid Waste Management Plan of Alameda County and said preliminary recommendations of the Solid Waste Management Plan Advisory Committee, and

WHEREAS, the Castro Valley Sanitary District recognizes the need for coordination and planning of future solid waste management activities and therefore is in accord with the Solid Waste Management and Resource Recovery Act of 1972, and

BE IT RESOLVED that the Board of Directors of the Castro Valley Sanitary District hereby disapproves the principles and objectives of the Solid Waste Management Plan for Alameda County as presently drafted for the following reasons:

1. The District Board is firmly opposed to the creation of a new public agency for the purpose of performing solid waste management functions now economically and responsibly performed by private enterprise.

2. The District Board is additionally opposed to said new public agency assuming responsibilities of present cities and special districts who have demonstrated the ability to perform such functions within their existing agency structure in a responsible manner.

3. The District Board supports the position of the local agency formation commission in opposing the formation of any new districts with taxing authority.

4. The District Board is opposed to the recommendation that no long term commitment be made to either public or private enterprise and feel that the adoption of such recommendation would not encourage the development of needed expansion of existing facilities or the development of resource recovery facilities now being planned by the private sector in response to the 1972 Act.

5. The District Board supports the long term goal of major materials and energy recovery but feels that the present plan does not adequately take into consideration questions of economic feasibility and/or cost effectiveness of said long-term goals.

BE IT FURTHER RESOLVED that the District Manager of the Castro Valley Sanitary District is hereby directed to submit a certified copy of this resolution to the Planning Department of the County of Alameda and/or the Board of Supervisors of the County of Alameda.

I hereby certify that the foregoing Resolution No. 1911 was adopted by the Sanitary Board of the Castro Valley Sanitary District at a regular meeting thereof, held on the 3rd day of November, 1975, by the following vote:

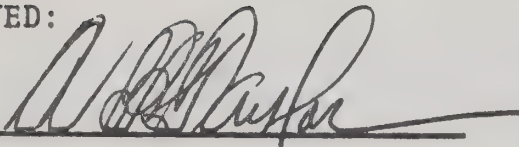
AYES: DIRECTORS Taylor, Welsh, Stroot, Vargas, Martin

NOES: None

ABSENT: None

Charles N. Welsh
Secretary of the Sanitary Board

APPROVED:


President



CONGRESS OF VALLEY AGENCIES

2250 First Street
Livermore, CA 94550

October 24, 1975

Alameda County Flood Control
and Water Conservation
District (Zone 7)

City of Pleasanton

Valley Community
Services District

City of Livermore

RECEIVED
OCT 28 1975

Mr. Ron Eggers
Alameda County Planning Commission
399 Elmhurst Street
Hayward, California

ALAMEDA COUNTY
PLANNING DEPARTMENT

Dear Mr. Eggers:

The Steering Committee of the Congress of Valley Agencies (COVA) has authorized me to forward to the Planning Commission the following statements in regard to the Alameda County Solid Waste Management Study:

1. That the plan adequately consider the concerns of communities regarding land use in the area of the proposed solid waste site.
2. That there be adequate monitoring of any transfer station, land fill site, reclamation or recovery project.
3. That the plan foster future energy production from organics.
4. That the Alameda County Solid Waste Plan be integrated with other Bay Area Solid Waste plans to implement source reduction in order to require new packaging methods and future energy production from wastes.
5. That the practicality of a 67% recovery from solid wastes by 1980 be questioned in light of current economics and the level of technology for energy recovery.

Amador Valley Joint
Union High School District

East Bay Regional Park District

Murray Elementary School District

Livermore Area Recreation and
and Park District

6. The Steering Committee of COVA objects to the formation of a new governmental agency for Solid Waste.
7. The Steering Committee of COVA supports the organization of an Advisory Commission with responsibility for co-ordinating this plan.

We trust the above will be given serious consideration.

Yours truly,

STEERING COMMITTEE OF THE
CONGRESS OF VALLEY AGENCIES

By: Bette E. Meyer
Bette E. Meyer
Executive Director

BEM:1



EAST BAY MUNICIPAL UTILITY DISTRICT.

November 12, 1975

RECEIVED
1 1975

Mr. Wm. H. Fraley, Planning Director
ALAMEDA COUNTY PLANNING DEPARTMENT
399 Elmhurst Avenue
Hayward CA 94544

ALAMEDA COUNTY
PLANNING DEPARTMENT

Dear Mr. Fraley:

Your letter of November 3, 1975, requested our specific comments on the Preliminary Draft of Alameda County's Solid Waste Management Plan (and Draft Environmental Impact Report and Dr. Wolch's letter to Mr. Carpenter dated September 22, 1975, transmitting the Advisory Committee's recommended Plan Summary amendments). EBMUD in general concurs in the plan and has no objection to its contents nor to the Advisory Committee's recommended amendments.

Whether EBMUD subsequently might become involved as an owner/operator of the resource/energy recovery facility proposed in the Plan for future implementation will depend on many factors, such as:

1. A strong mandate rising from the public for EBMUD to assume such a role, followed by appropriate legislative action.
2. Assurances through legislative or regulatory franchise control that a continuous, long-term supply of solid waste can be guaranteed.
3. A satisfactory long-term contract for the sale of the energy or other product of the facility.
4. That the resource/energy recovery equipment can be procured and the facility constructed in accordance with competitive bidding statutes.
5. A successful Bond Election to provide financing for the energy recovery facility.

Mr. William H. Fraley

2

November 12, 1975

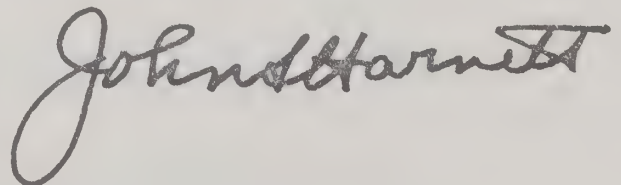
Furthermore, before the District could consider pursuing an owner/operator role, it would have to be satisfied that other types of public ownership/operation have been thoroughly investigated and considered in comparison with an EBMUD role.

It is noted that no mention is made of the Regional Municipal Wastewater Solids Management Study to be conducted under a joint exercise of powers agreement between East Bay Municipal Utility District, City and County of San Francisco, City of San Jose, Central Contra Costa Sanitary District, and the Bay Area Sewage Services Agency. EBMUD will be the lead agency in this study to consider long-term solutions for wastewater solids management in the Bay Area. Any wastewater solids management plans developed as a part of this study will be designed to be compatible insofar as possible with regional and subregional solid waste planning. The State Water Resources Control Board will be responsible for coordination of the planning efforts with the State Solid Waste Management Board.

The District has appreciated the opportunity to participate on the Technical and Advisory Committees.

Very truly yours,

cc: J. K. A. Harral, PG&E

A handwritten signature in dark ink, reading "John D. Harnett". The signature is written in a cursive style with a large, looping initial "J".

City of Emeryville

November 25, 1975

As of this date, no comments or corrections to the Draft Solid Waste Management Plan have been received either orally or in writing from the City of Emeryville.

City of Fremont

City Government Building
Fremont, California 94538

November 20, 1975

RECEIVED
NOV 21 1975

Alameda County Planning Department
399 Elmhurst Street
Hayward CA 94544

ALAMEDA COUNTY
PLANNING DEPARTMENT

RE: Solid Waste Management Plan

Gentlemen:

The Fremont City Council held public hearing on the proposed Alameda County Solid Waste Management Plan at its November 18, 1975 Council meeting. The City Council did not act on the plan, but continued the public hearing to December 16, 1975 and requested the following modifications to the plan be forwarded to you for consideration.

1. That an informal association or council of elected officials from each city, affected districts, and the County be utilized as the management advisory agency.
2. That one elected official of a water district and one elected official of a sanitary district be included in any joint powers board found to be necessary.
3. That all functions related to solid waste management be vested in an existing agency, that no separate commission or agency be created apart from management advisory agency or council, and that the coordination, management and regulatory functions of the plan be carried out with a staff not to exceed three (3) persons.
4. That the head of the agency vested with solid waste management functions be appointed as ex officio member of the management advisory agency or council.
5. That nothing be included in the plan which can result in Fremont being required to amend its ordinances, use permits, or contracts relating to solid waste collection and/or disposal in Fremont until it is in the City's best interest so to do.

6. That the plan be modified to reflect the availability of revenue bonds pursuant to AB 2126 to finance resource recovery facilities, and the deletion of reference to the possibility of public funding at the local level.
7. That Alternative 1990B, allowing continued landfill disposal in the Washington planning unit, be given priority consideration in place of Alternate 1990C, and that more realistic goals should be indicated.
8. That litter law and bottle bill programs be undertaken on a State-wide basis.
9. That portions of franchise fees now paid to cities not be utilized for financing the administration of the joint city-county solid waste program.
10. That model franchise agreements recognize local needs.
11. That reference to the deferral of "major long term commitments" to either public or private enterprises be deleted from the plan, as being an inappropriate provision.

City Council continued its public hearing for further consideration and final action to its December 16, 1975 meeting, following consideration of the proposed modifications of the plan by the county planning staff.

Sincerely,



ROBERT A. NELSON
City Clerk

RAN:dc

cc: Howard Gardner, Alameda County Conference of Mayors, Hotel Claremont, Berkeley



ORO LOMA SANITARY DISTRICT

DIRECTORS:

LOREN D. SIMPSON, PRESIDENT
HARVEY V. NOLTING, VICE PRESIDENT
LAWTON N. LANDIS, SECRETARY
CULVER A. LEWIS
M. L. SANFORD

GAIL H. STANTON
GENERAL MANAGER

2 6 0 0 G R A N T A V E N U E
MAILING ADDRESS: P. O. BOX 95
SAN LORENZO, CALIFORNIA 94580
TELEPHONES 276-4700 - 351-1996

● October 24, 1975

RECEIVED
OCT 28 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

Mr. William Carpenter, Chairman
Alameda County Planning Commission
399 Elmhurst Street
Hayward, California 94544

Re: Preliminary Draft of the Solid Waste Management Plan

Dear Mr. Carpenter:

The Board of Directors of this District appointed a special committee of the Board to review the preliminary draft of the Solid Waste Management Plan as submitted by your committee in August of this year.

As a result of their review, the Committee recommended a resolution disapproving the principles and objectives set forth in the preliminary draft and in the recommendations of the Solid Waste Management Committee. The reasons for this disapproval are set forth in Resolution No. 1699 adopted by the Board at its meeting on October 23, 1975, a copy of which is enclosed.

Very truly yours,

Gail H. Stanton
General Manager

GHS:ss
encl.

RESOLUTION NO. 1699

REGARDING POSITION OF ORO LOMA SANITARY DISTRICT
ON SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY

WHEREAS, the Nejedly-Z'Berg-Dills Solid Waste Management and Resource Recovery Act of 1972 (The Act) requires each county in cooperation with affected local jurisdictions to prepare a comprehensive, coordinated solid waste management plan; and

WHEREAS, this District has participated in the preparation of the Solid Waste Management Plan for Alameda County through its elected officials (Mayors' Conference and Board of Supervisors) and staff over two and one-half years; and

WHEREAS, the Oro Loma Sanitary District recognizes the need for coordination and planning of future solid waste management activities locally and regionally in accord with the Act; and

WHEREAS, participation in a joint effort for short-, mid-, and long-range solid waste management planning will be for the express purpose of enhancing the existing system; and

WHEREAS, the Alameda County Solid Waste Management Plan Advisory Committee has prepared a draft of the Solid Waste Management Plan for Alameda County in conformance with the Act and State Policy and on August 18, 1975, submitted said Plan to this Board for approval; and

WHEREAS, this Board did review the Plan/Report at Board meetings held October 9 and 23, 1975, and has been a leader in the field of waste water management, solid waste disposal, and other environmentally oriented projects in cooperation with East Bay Dischargers Authority, Bay Area Sewage Services Agency, the Joint Refuse Rate Committee, and other Bay Area jurisdictions;

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the Oro Loma Sanitary District has reviewed said Plan and hereby disapproves the principles and objectives for the following reasons:

1. The capacity of present landfill facilities will exhaust prior to development of any possible resource recovery facilities contemplated under the

2. Materials recovery and energy recovery should be encouraged provided that such systems can be shown to be economically feasible and cost effective and not recovery for the sake of recovery. Data to date has not adequately and accurately addressed this issue.

3. Private industry has demonstrated both the desire and ability to perform the tasks required in solid waste management in an economical and environmental capacity. Oakland Scavenger has recently completed a long-range solid waste disposal plan through the year 2000, which has been reviewed by the agencies they service. The plans are complementary to the SWMP in every respect with the exception of the questionable aspect of economical energy recovery.

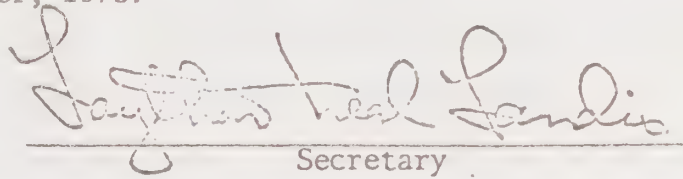
4. We seriously question the appropriateness and the desirability of creating a new public agency to assume the planning, construction and disposal responsibilities where the private sector has demonstrated the ability to perform these tasks responsibly and economically. Additionally, the appropriateness of creating a new single public agency to assume the responsibilities of the many existing cities and special districts who have shown the ability to oversee the required tasks in a concerted fashion is questionable.

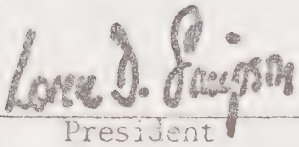
5. Furthermore, as a matter of good government policy and economics in government, we are adverse to more layers of government which are recommended in the plan, these being the nine-member Solid Waste Management Board and the five-member Solid Waste Enforcement Commission. If there is a requirement at all, the function should be included under existing agency structure and obviously done with existing staff.

BE IT FURTHER RESOLVED that this District requests that it be included in the review and comment process in that the District is the fourth largest solid waste collection agency in the County and has taken a lead role in solid waste management in Alameda County.

BE IT FURTHER RESOLVED that the Secretary of the Board is directed to forward a certified copy of this resolution to the Alameda County Board of Supervisors.

I hereby certify that the foregoing is a full, true and correct copy of a resolution duly and regularly adopted by the Sanitary Board of the Oro Loma Sanitary District, Alameda County, California, at a meeting thereof duly held on the 23rd day of October, 1975.


Secretary


President

October 2, 1975

RECEIVED
OCT 3 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

TO: Wes McClure, City Manager
FROM: W. R. Rugg, Community Development Director
SUBJ: Alameda County Solid Waste Management Plan

In accordance with the Nejedly-Z'berg-Dills Solid Waste Management and Resource Recovery Act of 1972, each county is now preparing a comprehensive solid waste management plan for submittal to the State Solid Waste Management Board by January 1, 1976. The law requires such plans to be consistent with the State Board's policy, including the Minimum Standards for Solid Waste Handling and Disposal. As a result, the county plans should provide that all solid waste handling and disposal activities occurring within the county shall be in compliance with the minimum standards.

Alameda County has delivered to each city in the County a Preliminary Draft of its proposed Solid Waste Management Plan combined with an EIR on the proposal. Each city has been asked to hold an informal public hearing on the Draft and, if it concurs in the proposals contained in it, adopt a resolution so stating. Comments and suggested changes submitted by cities will be considered by the County Planning Commission in preparing its final draft for submission to the State prior to January 1, 1976. Questions of clarification can perhaps be best directed to the County Planning staff, who prepared the Draft.

The County's Draft is a large, imposing document not available in large numbers, so we have prepared the attached summary for use by the City Council and the public at the October 6 public hearing. It contains all of the recommendations contained in the Draft.

The proposals in the County's Preliminary Draft Solid Waste Management Plan include two general issues that should be discussed thoroughly before any formal City concurrence with the Plan is undertaken. These issues are the following:

1. Administration

SB 5, the 1972 legislation that mandated preparation of a countywide solid waste management plan in every county, presupposes county implementation of those plans. Accordingly, the Alameda County draft plan proposes a County solid waste agency for overall administration and a joint exercise of powers agreement between the County, the cities and the sanitary districts providing for implementation of the Plan.

It is not clear where County authority would start and City authority would stop in such an arrangement, for instance, we might assume that if the City approved the application and the County denied it, there would be no transfer station. But if the City denied it and the County plan provided for it, what influence would the County have over the City's action? And how will a countywide plan work if every city has a veto power over transfer stations, energy generators and landfills?

One of the four elements with which the City is asked to concur in the sample resolution is "the role identified in the plan for the City in implementing this cooperative effort..." The Plan is vague on this important point. Somewhere, the Plan should define specifically what elements of solid waste management authority are to pass to the County and what elements are to be retained by the cities.

2. The "Plan"

The draft Plan makes no recommendations on specific facilities or sites. This omission seems necessary, for these are local zoning issues that must first be addressed locally. But without any suggestion as to what should go where, this is not a "plan" in the normal sense of the word, but instead, a set of policy statements. Presumably, someone will eventually have to develop a real plan that suggests a set of solid waste management facilities. It is not clear whether facilities planning is to be done by the proposed County agency, by private industry, or by cities, and to what extent cities will be obligated to accept these later plans when they are developed.

In addition to these two general issues, the Draft raises some specific questions that seem worthy of clarification. These are listed below, as quotes from the Draft, with the questions they raise in our minds. (Section references refer to items in pages 1 through 12 in the attached summary.

A., 2.

"Alameda County should seek funding to prepare specific plans for developing alternative disposal and recovery methods and financing. A technical group consisting of industry, public, and quasi-public agencies should continue to plan for innovative waste management techniques."

Question:

Is the development of alternative disposal and recovery methods a proper public function, or should it be undertaken by private industry subject to public review?

A., 4.

"Each city and the County should follow guiding principles in their respective conservation elements in the establishment of any solid waste management site or facility."

Question:

What are the "guiding principles" that each city should follow?

C., 1., d.

"Lower the cost of financing facilities for private industry through providing access to pollution control bond money."

Question:

If money is diverted from "pollution control" to solid waste management, what are the implications on the continued financing of sewage treatment facilities?

C., 2., c.

"State action is needed to provide loan guarantees, low-interest loans to local governments for construction of components of a full-scale regional system."

Question:

What is this "full-scale regional system" that local governments are to construct?

C., 2., e.

"The State should return a portion of tax revenues and other revenues derived from solid waste management activities to the local communities to aid local development and implementation of solid waste management systems."

Question:

What "tax revenues" are derived from solid waste management activities? What would be the implications of such a shift in tax subventions on present City revenue sources and the activities they fund?

C., 1., c., (2)

"Discourage specific types of single-use products (such as no-deposit, no-return beverage containers) through prohibitions against their manufacture or sale. (State and Federal, as well as local levels)

Question:

Isn't this beyond the control of "local levels"?

D., 2., a., (4)

"Quotas should be placed on production and importation of new paper, and the paper recycling industry should be subsidized to make use of recycled paper products economically attractive to the consumer.

Question:

There are basically three levels of incentives available to encourage the use of recycled products. In increasing order of severity, they are

- (1) remove the existing incentives and subsidies that encourage the development and use of virgin materials;
- (2) establish new incentives and subsidies to encourage the development and use of recycled products;
- (3) establish quotas or prohibitions on the use of virgin materials.

The question is, "How far down this list should we go at this time?"

D., 2., b., (3) and (4)

"Governmental agencies should be required to purchase products containing recycled materials. Such procurement policies would support markets for secondary materials." (Emphasis added)

"Public and quasi-public agencies should be urged to adopt procurement policies which require maximum feasible use of recycled materials in all supplies purchased. Such procurement policies would stimulate the recovery of recyclable materials." (Emphasis added)

Question:

These two recommendations seem inconsistent. Shouldn't one or the other be deleted, depending on the consensus on the preceding question?

E., 4., b.

"If maximum conservation of resources (including energy) is a primary goal, then materials in solid waste should be recovered through composting rather than converted to energy."

Comment:

This does not appear to make sense. It can be read as "if maximum conservation of energy is a primary goal, then materials or solid waste should be recovered through composting rather than converted to energy." If the intent

of this recommendation is to discourage energy generation, it seems doubtful that we know enough about the desirability or technology of energy recovery to adopt such a policy at this time.

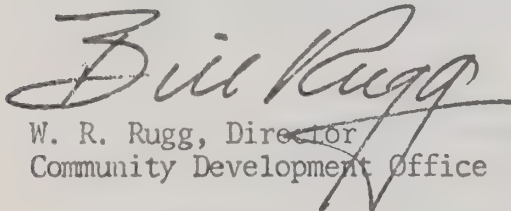
E., 4., c.

"Industry and individual companies should be encouraged to recover and reuse their own waste products through legal sanctions."

Comment:

We suggest changing the last three words to "with appropriate incentives."

In summary, we cannot relate the items with which we are asked to concur in the sample resolution with any specific provisions of the "Plan." We suggest asking the County to itemize for us under each of the four elements in the last paragraph of the draft resolution exactly what we are asked to concur in. The public hearing can be continued to October 20 to consider the clarifications that are provided.


W. R. Rugg, Director
Community Development Office

WRR:sd

Attachment

cc: L. Riordan
R. Randall
R. Ward
G. Forbes

CITY OF UNION CITY

1154 Whipple Road • Union City, California 94587 • Phone 471-3232



November 24, 1975

Mr. William Fraley
Planning Director
County of Alameda
399 Elmhurst Street
Hayward, California

RECEIVED
NOV 24 1975

ALAMEDA COUNTY
PLANNING DEPARTMENT

Dear Bill:

At their last meeting the Union City City Council continued to discuss the Solid Waste Management Plan submitted by your staff for consideration. The Council has requested that I transmit to you their feeling that the establishment of a new agency for management of solid waste is unacceptable, and that the process is more appropriately handled by the private sector.

The City Council has formally continued the hearing on this item so it can review the final document after all comments have been received and incorporated.

Very truly yours,


William Zacher

WZ:jak

VALLEY COMMUNITY SERVICES DISTRICT

General Offices: 7051 Dublin Boulevard • DUBLIN, California 94566 • (415) 828-0515

November 10, 1975

County Planning Commission
of Alameda County
399 Elmhurst Street
Hayward, California 94544

RECEIVED
NOV 11 1975
ALAMEDA COUNTY
PLANNING DEPARTMENT

Gentlemen:

Attached, for your information, is a copy of District Resolution No. 38-75, adopted by the Board of Directors of VCSD on November 4, 1975, relative to the proposed County-wide Solid Waste Management Plan for Alameda County.

A certified copy of this resolution has been sent to the Clerk of the Board of Supervisors as of November 7, 1975.

Very truly yours,



RHODA M. OWEN
District Clerk-Secretary,
Board of Directors

encl.

cc: Ms. Helen Tirsell
Chairperson, COVA
2250 First Street
Livermore, CA. 94550

RESOLUTION NO. 38-75

A RESOLUTION OF THE BOARD OF DIRECTORS OF THE VALLEY COMMUNITY SERVICES DISTRICT SUPPORTING THE POSITION OF THE STEERING COMMITTEE OF CONGRESS OF VALLEY AGENCIES RELATIVE TO THE COUNTY-WIDE SOLID WASTE MANAGEMENT PLAN FOR ALAMEDA COUNTY

WHEREAS, the Board of Directors of the Valley Community Services District, at its public meetings of October 21, 1975, and November 4, 1975, considered the proposed Solid Waste Management Plan for Alameda County; and

WHEREAS, the Board of said District desires to support the position taken by the Steering Committee of the Congress of Valley Agencies relative to said Plan;

NOW, THEREFORE, BE IT RESOLVED that the Board of Directors of the Valley Community Services District does hereby support the position of the Steering Committee of the Congress of Valley Agencies, as follows:

1. That the plan adequately consider the concerns of communities regarding land use in the area of the proposed solid waste site.
2. That there be adequate monitoring of any transfer station, land fill site, reclamation or recovery project.
3. That the plan foster future energy production from organics.
4. That the Alameda County Solid Waste Plan be integrated with other Bay Area Solid Waste plans to implement source reduction in order to require new packaging methods and future energy production from wastes.
5. That the practicality of a 67% recovery from solid wastes by 1980 be questioned in light of current economics and the level of technology for energy recovery.
6. The Steering Committee of COVA objects to the formation of a new governmental agency for Solid Waste.
7. The Steering Committee of COVA supports the organization of an Advisory Commission with responsibility for co-ordinating this Plan.

Resolution No. 38-75
Valley Community Services District

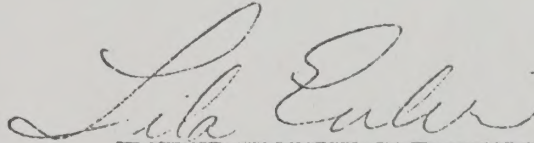
1. That currently planned projects should not be interrupted by governmental delays in order for the County to conduct additional solid waste studies.
2. That the Secretary of the Board of this District is directed to forward a certified copy of this resolution to the Alameda County Board of Supervisors.

ADOPTED by the Board of Directors of the Valley Community Services District at its regular meeting held on the 4th day of November, 1975, and passed by the following vote:

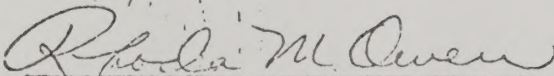
AYES: 5 - Directors Ann Jolley; Ronald Hyde; L. C. Ladner; Richard Fahey; Lila Euler

NOES: 0

ABSENT: 0


LILA EULER, President

ATTEST:


RHODA M. OWEN, Secretary

U.C. BERKELEY LIBRARIES



C124900539